

Report on an Announced
Race Relations Audit

of

The Border and
Immigration Agency
Detention Estate

30th January – 9th March 2007

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Foreword

During the month of February and the first week of March 2007, a Focus team had the privilege of supporting UKIS in their endeavour to strengthen and increase the monitoring and implementation of best practice in the field of race relations within The Border and Immigration Agency's detention estate.

Focus Consultancy would like to take this opportunity to express our gratitude to all the people - staff, management and in particular the detainees - at the detention centres who shared with us the views, perceptions, concerns, challenges and emotions which enabled us to produce this report.

July 2007

Focus Consultancy Ltd

Executive Summary

As a result of the BBC undercover reporting of allegations of racism and mistreatment of detainees at Oakington Immigration and Removal Centre and Stephen Shaw CBE's resultant inquiry in July 2005, the Director of Detention Services, Brian Pollett, commissioned Focus Consultancy Ltd. to carry out a race relations audit of the entire UKIS removal estate in January 2007.

From 30th January to 9th March 2007 the Inspection Team visited the following Immigration Removal Centres:

Table 1 : Audit Itinerary

Centre	Managers	Inspection
Tinsley House IRC	GSL	30-31 January 2007
Haslar IRC	Prison Services	05-06 February 2007
Oakington IRC	GSL	08-09 February 2007
Lindholme IRC	Prison Services	15-16 February 2007
Colnbrook IRC	Serco	19-20 February 2007
Harmondsworth IRC	Kaylx	19-20 February 2007
Campsfield House IRC	GEO	22-23 February 2007
Dover IRC	Prison Services	27-28 February 2007
Dungavel House IRC	G4S	05-06 March 2007
Yarls Wood IRC	GSL	07-09 March 2007

The Inspection Team from Focus Consultancy Ltd, supported by Phil Schoenenberger from The Border and Immigration Agency, (BIA), consisted of 5 people drawn from different ethnicities, genders, disciplinary skills and competencies, in order to provide proven expertise and independent validation of findings.

The purpose of the audit was to ensure that each centre was compliant with race relations legislation and the Agency's race standards.

The specific objectives of the audit were to review:

- The structure and systems within each detention centre;
- The roles and responsibilities of those involved in the management of the centre;
- The processes in place which determine:
 - Compliance with the General Duty;
 - The efficiency and effectiveness of the Race Equality Scheme;
 - The arrangements for both internal and external monitoring and reporting;
- The welfare and equal treatment of detainees with regards to:
 - Induction and removal
 - Environment

- Complaints
- Race relations
- External partnerships
- Health
- Relationships and communication.

The audit team were also asked to identify any gaps and potential areas of concern around race and to provide UKIS and the BIA with evidence-based answers to the following key questions:

- ◆ **Are the race relations policies, procedures and practices across the detention estate compliant with the Detention Services Standard on Race Relations?**
- ◆ **What best practice could be shared between the centres?**
- ◆ **Is the Detention Services Standard on Race Relations adequate?**
- ◆ **Is UKIS open to any litigation or allegations of treating detainees inappropriately with regards to race?**

At each centre, ten percent of the detainee population, the Centre Manager, the Race Relations Liaison Officer, the Welfare Officer, the Health Care Manager, the Catering Manager, other key managers and members of staff were interviewed. The audit was carried out using quantitative and qualitative methods of data collection, from which key findings were collated and analysed.

The audit findings highlighted areas for improvement with regards to race relations, but did not support serious allegations of racism or mistreatment of detainees.

1. Are the Race Relations policies, procedures and practices across the detention estate compliant with the Detention Services Standard on Race Relations?

We found that nine out of the ten centres were above average when their performance, best practice and compliance with the Detention Services standard on Race Relations were measured against the Detention Centre Rules (2001) and the Detention Service's Standard. The tenth centre, Harmondsworth IRC, scored below average, due to the fact that no staff questionnaires were returned and the fact that, because of the riots in November 2006, the centre was not operating at normal capacity.

The statistics that were produced enabled us to draw up the following detention estate league table.

Detention Centre League Table

UKIS Centre of Excellence			
Position			Score %
1	Haslar IRC	Prison Service	80.94
2	Dover IRC	"	76.87
3	Dungavel House IRC	G4S	75.26
4	Yarls Wood IRC	GSL	68.79
5	Colnbrook IRC	Serco	65.69
6	Campsfield House IRC	GEO	64.71
7	Lindholme IRC	Prison Service	63.06
8	Tinsley House IRC	GSL	62.81
9	Oakington IRC	"	62.33
10	Harmondsworth IRC	Kaylx	35.14

Based on our analysis of the policies and practices, we would recommend that the following areas be reviewed for change and/or improvement:

- Improving communication across the centres to share knowledge and experiences around race relations issues and practices
- Ensuring consistency of procedure and policies across the estate, particularly with regards to rules and regulations, their application, and the treatment and respect of detainees
- Enhanced learning and development, as the centres that were found to be performing particularly well were those that involved detainees in activities that were progressive, educational and cross cultural. Where these were absent, there was also a lack of cross-cultural interaction.
- Addressing issues of race and cultural ignorance amongst detainees
- Staff training - at almost all centres, there was a need to revise and update staff training.

- The effectiveness of the RRC needs to be improved - for example, by better promotion of the meeting, more detainee attendance and follow-up actions.

2. What best practice could be shared between the centres?

The key examples of best practice that can be shared are:

- **Innovation**
Sound future plans
Innovative induction processes
- **Promotion of Race Relations and Relationships**
Exceptional staff and detainee relationships.
Committed race relations teams with good black and ethnic minority representation within the staff force.
Good IMB presence.
Noticeboard displays of an exceptionally high and professional standard
A very efficiently organised library, not only having a large selection of multi-lingual fiction books, but also reference and useful immigration information folders.
- **Policies and procedures**
Strong and well implemented policies and procedures
Good self audits and impact assessment systems
Good display of Independent Monitoring Board (IMB) and complaints boxes

3. Is the Detention Services Standard on Race Relations adequate?

We found that the Detention Services Standard on Race Relations was comprehensive and adequate but could be improved by a few minor amendments. We have included these in pages 22 to 26 of this report.

4. Is UKIS open to any litigation or allegations of treating detainees inappropriately with regards to race?

We did not find any evidence of detainee mistreatment, which could open UKIS to any litigation or lead to allegations of racism, although there were areas for concern and / or improvement, details of which we give in Section 2 Detention Estate Findings.

RECOMMENDATIONS FOR THE BORDER AND IMMIGRATION AGENCY

In summary, from our findings, we would recommend the following action:

- Ensure that each Centre has prepared and implemented a Race Equality Action Plan
- Race Relations Standards and Guidelines for the Detention Estate Contractors should be revised and amended so that they are more in line with Prison Service Standards.

- Set up a RRLO monthly meeting group to meet at each centre, share best practice and support for the promotion of race relations.
- Consider whether it would be more advantageous to create a standardisation of best practice across the detention estate.
- Set annual reporting dates for each centre.

SECTION 1

OVERALL REVIEW FINDINGS

SECTION 1 OVERALL REVIEW FINDINGS

1. INTRODUCTION

Focus Consultancy Ltd was invited by the BIA to conduct a race relations audit across the UKIS detention estate. From 30th January to 9th March 2007 the Inspection Team visited the following Immigration Removal Centres:

Table 1: Audit Itinerary

Centre	Managers	Inspection
Tinsley House IRC	GSL	30-31 January 2007
Haslar IRC	Prison Services	05-06 February 2007
Oakington IRC	GSL	08-09 February 2007
Lindholme IRC	Prison Services	15-16 February 2007
Colnbrook IRC	Serco	19-20 February 2007
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Campsfield House IRC	GEO	22-23 February 2007
Dover IRC	Prison Services	27-28 February 2007
Dungavel House IRC	G4S	05-06 March 2007
Yarls Wood IRC	GSL	07-09 March 2007

The purpose of the audit was to ensure that each centre was compliant with race relations legislation and the Agency's race standards.

The specific objectives of the audit were to review:

- The structure and systems within each detention centre;
- The roles and responsibilities of those involved in the management of the centre;
- The processes in place which determine:
 - Compliance with the General Duty;
 - The efficiency and effectiveness of the Race Equality Scheme;
 - The arrangements for internal and external monitoring and reporting.
- The welfare and equal treatment of detainees with regards to:
 - Induction and removal
 - Environment
 - Complaints
 - Race relations
 - External partnerships
 - Health
 - Relationships and communication

The audit team were also asked to identify any gaps and potential areas of concern around race and to provide UKIS and the BIA with evidence-based answers to the following key questions:

- 2. Are the race relations policies, procedures and practices across the detention estate compliant with the Detention Services standard on Race Relations?**
- 3. What best practice could be shared between the centres?**
- 4. Is the Detention Services Standard on Race Relations adequate?**
- 5. Is UKIS open to any litigation or allegations of treating detainees inappropriately with regards to race?**

In answer to the above questions, we found that nine out of the ten centres could be assessed against standard benchmarks as above average, in terms of performance, best practice and compliance with the Detention Services standard on Race Relations.

There were many examples of best practice which could be shared amongst the centres, and which we have included in Table 5 on page 20. We have also highlighted areas of improvement at each centre in the same table.

We found the Detention Services Standard on Race Relations to be comprehensive and although adequate, could be improved with a few minor amendments. We have included these on pages 22 to 26.

We did not find any evidence of detainee mistreatment, which could open UKIS to any litigation or lead to allegations of racism.

What follows is a reporting of our findings at each centre.

1.1 Context

The BBC undercover reporting of allegations of racism and mistreatment of detainees at Oakington Immigration and Removal Centre resulted in Stephen Shaw CBE's inquiry in July 2005. The Inquiry concluded that the problem was potentially much wider than the featured contractor GSL and highlighted action to strengthen management and increase monitoring of race relations within the detention estate. Stephen Shaw's recommendations were enacted upon and implemented, and in order to see how effective changes had been, the Director of Detention Services, Brian Pollett, commissioned Focus Consultancy Ltd to carry out a race relations audit of the entire UKIS detention estate in January 2007.

The Inspection Team from Focus Consultancy Ltd, supported by Phil Schoenenberger from The Border and Immigration Agency, consisted of 5 people who were drawn from different ethnicities, genders, disciplinary skills and competencies, in order to provide proven expertise and independent validation of findings.

The audit findings highlighted areas for improvement with regards to race relations, but did not support serious allegations of racism or mistreatment of detainees.

1.2 Audit Process Methodology

At each centre, ten percent of the detainee population, the Centre Manager, the Race Relations Liaison Officer, the Welfare Officer, the Health Care Manager, the Catering Manager, other key managers and members of staff were interviewed. The audit was carried out using quantitative and qualitative methods of data collection, from which key findings were collated and analysed.

As indicated by the terms of reference, the audit focused on the management structure and systems in place, throughout the detention estate. This included a review of policies, procedures, practices, the roles and responsibilities of the Management Team, as well as the welfare and treatment of detainees, for compliance with the General Duty.

The audit process consisted of:

- Direct observation during visits to the ten Detention Centres
- Interviews with the Centre Manager, other members of the Management Team, staff, Independent Monitoring Board (IMB), religious ministers and detainees at all ten Centres
- Questionnaires circulated among staff in all Centres prior to the audit visit
- Documentary evidence from minutes of meetings, correspondence, internal reports, staff training material and records, documentary evidence relating to the detention estate, such as research reports and statistical surveys, as well as other Detention Service records and the statement of expectations from detention estate contractors, in addition to the policies and procedures, that were made available for inspection.

Names of individuals have been removed from the reporting of findings herein documented. They are however, held on confidential record, for a minimum of 12 months, with particular reference to the Data Protection Act 1998.

1.3 Benchmarking and Evaluation Systems

The policies, procedures and practices within the detention estate were audited for compliance with **The Detention Services Standards on Race Relations** and **The Detention Centre Rules 2001**. Standards from these two documents were used to establish primary and secondary benchmarks and auditable requirements.

2. COMPLIANCE WITH DETENTION SERVICES STANDARDS ON RACE RELATIONS

Term of Reference (1): Are the race relations policies, procedures and practices across the detention estate compliant with the Detention Services standards on Race Relations?

At each centre, the key management areas appearing below were audited for compliance with the Detention Services Standards and the Detention Centre Rules 2001 with respect to race relations.

- **Policies and Procedures**
 - Translation into detainee population languages
 - Adequate use of interpreting services
 - Clearly visible and implemented Race Relations Policy
 - Clearly accessible Complaints Policy, forms, boxes
 - Confidentiality of the complaints reporting system
 - Efficiency of the complaints follow-up procedure
 - An easy to understand induction procedure
 - A removal procedure that affords human dignity
 - Appropriate use of segregation units
 - The use of incentives and rewards schemes
 - Access to work
 - Access to external agencies (i.e. legal support, be-frienders, IMB etc.)
 - Visits (opportunities and privacy)
 - Access to an adequate telephone system or individual mobiles
- **Leadership Style**
 - Clear and fair communication in needed languages
 - Recruitment and retention of a staff force that reflects the local population
 - Fair treatment of all detainees
 - Good staff and detainee relationships
 - Adequate staff training (fulfilment of need and frequency of training)
- **Faith and Culture**
 - Accessibility of prayer and worship rooms
 - Availability of multi-faith religious leaders
 - Honouring of multi-faith religious celebrations and festivals
 - Faith based and culture specific cuisine with fulfilment of special dietary requirements
 - Provision of a multi-lingual library with an adequate supply of reading material
 - Provision of multi-lingual entertainment (i.e. music, videos, DVDs etc.)
- **Health**
 - The general wellbeing and emotional state of detainees
 - Access to medical staff and treatment
 - Provision of interpreting services
- **Facility**
 - General centre atmosphere
 - Protection of privacy and detainee dignity

- Access to educational, sports and recreational activities
- Access to outdoor recreation and exercise
- Shop (stocking of standard and culture/faith specific items)

For each of the above areas, there were standards and benchmarks against which practices and procedures at each centre were scored by the auditors, out of set marks. For example: 'Was the Race Relations Policy translated adequately into the detainee population languages?' At each centre, the Audit Team looked for evidence to demonstrate that the Race Relations Policy was promoted and was visible and available in the necessary detainee population languages. Marks were awarded from 0 (no languages other than English were available), 3 (only languages from The Border and Immigration Agency's standard list irrespective of need) to 5 (where centres excelled in meeting the need of the detainees, even if this meant substituting languages such as Tigrinya for Urdu, because there were no Urdu speakers in the centre, but several Eritrean detainees with this particular language need. The scores were then added up to arrive at the percentage figures below. The table below illustrates the score for each centre and how we arrived at our validation of the Centre of Excellence.

Table 2 : Detention Centre Standard Benchmark Scores

IRC	Policies and Procedures	Leadership Style	Faith and Culture	Health	Facility	Total Average
Campsfield Hse	54.43	50.33	78.17	47.40	51.89	56.44
Colnbrook	62.86	50.00	84.00	48.60	63.89	61.87
Dover	91.28	91.00	76.33	66.20	86.67	82.30
Dungavel	55.14	79.00	85.17	52.40	74.77	69.30
Harmondsworth	57.14	29.00	75.00	44.60	51.33	51.41
Haslar	98.14	95.67	75.00	82.40	85.89	87.42
Lindholme	57.00	59.67	69.33	54.80	72.22	62.60
Oakington	57.14	75.00	54.17	50.00	41.67	55.60
Tinsley Hse	71.43	50.00	50.00	55.00	47.22	54.73
Yarls Wood	78.14	56.00	71.67	59.80	71.22	67.36

In addition to the above auditors' assessment, we included the perspective of staff and detainees, adding marks from their interviews and questionnaires as follows:

Table 3 : Audit Interview Assessment

IRC	Auditor Score	Staff Questionnaires	Detainee Interview Questionnaires	Total Average
Campsfield Hse	56.44	85.70	52.00	64.71
Colnbrook	61.87	84.20	51.00	65.69
Dover	82.30	90.30	58.00	76.87
Dungavel	69.30	90.50	66.00	75.26
Harmondsworth	51.41	0.00	54.00	35.14
Haslar	87.42	89.40	66.00	80.94
Lindholme	62.60	88.60	38.00	63.06
Oakington	55.60	88.40	43.00	62.33
Tinsley Hse	54.73	84.70	49.00	62.81
Yarls Wood	67.36	82.00	57.00	68.79

Please refer to appendices 1-10 sections (b) and (c) for summaries of staff and detainee questionnaire responses.

Table 4 : UKIS Centre of Excellence – League Table

Position		Score %
1	Haslar IRC Prison Service	80.94
2	Dover IRC "	76.87
3	Dungavel House IRC G4S	75.26
4	Yarls Wood IRC GSL	68.79
5	Colnbrook IRC Serco	65.69
6	Campsfield House IRC GEO	64.71
7	Lindholme IRC Prison Service	63.06
8	Tinsley House IRC GSL	62.81
9	Oakington IRC "	62.33
10	Harmondsworth IRC Kaylx	35.14

3. EXAMPLES OF BEST PRACTICE

Term of Reference (2): What best practice could be shared amongst the centres?

We found examples of good practice at each centre that could be shared across the detention estate in order to improve efficiency and engender the co-operation of detainees. Some of these practices were a commitment to race relations and equality, exceptional staff and detainee relationships, sound future plans, a strong internal and external multi-disciplinary teams, efficiently organised and managed facilities and activities,

The following table illustrates those key areas of commendation for best practice, which we found at each centre, and which can be shared across the estate, for the benefit of staff and detainees. Also tabled are key areas of concern, which need further investigation.

Table 5 : Areas of Best Practice and Concern Within the Detention Estate

	Best Practice	Concern
Campsfield	Innovation Sound future plans, a strong multi-faith team.	Based on detainee interviews, incidents of depression were unusually high, compared to other centres.
Colnbrook	Healthcare High-tech medical facilities. Race Relations A committed RR team with good BME representation within the staff force. Promotion of Race Relations Notice board displays of an exceptionally high standard Library Services A very efficiently organised library facility, not only having a large selection of multi-lingual fiction books, but also reference and immigration folders.	Colnbrook had the highest level of reported self-harm.
Dover	Overall professionalism Policies and procedures Strong and well implemented policies and procedures, good audits and self/impact assessments; resulting in action plans. IMB and complaints boxes were prominently displayed. Good IMB presence. Relationships Exceptional staff and detainee relationships. Training Diversity/cultural/race, staff developmental training, committed welfare officers. General Welfare Variety of cultural activities, mobile phone top up points. Sports Activities Variety of sports/equipment, sport used to build detainee/staff relationships. Cultural/Faith Based Cuisine Wide range of menu choice, consideration for cultural, dietary and faith food requirements, professionalism.	
Dungavel	Faith and Culture Exceptionally good management of faith and culture; much appreciated by detainees.	
Harmonds-worth	Innovation Progressive technique for induction, a dedicated RRLO.	Staff/detainee relationship scores were poor, bearing a correlation to lack of staff training and lack of staff questionnaire response.
Haslar	Educational Centre Well resourced centre and activities. Professionalism and excellent reception. Cultural Events and Activities Professionalism of events, well stocked shop – good range and flexibility of staff, exceptionally good staff/detainee relationships.	
Lindholme	Activities A very well managed programme of activities.	
Oakington	Staff Relationships Mediation, beautiful grounds and open space.	Inadequate activities, poorly stocked shop and use of grounds.
Tinsley	Above average policies and procedures.	Staff and Detainee Relationships were strained.
Yarls Wood	The dedication and enthusiasm of the teaching and activities staff.	Need for gender and cultural training.

4. REVISED RACE RELATIONS STANDARDS

Term of Reference (3): Are the Detention Services Standards on Race Relations adequate?

Although we found the Detention Services Standard on Race Relations to be comprehensive and adequate, we have incorporated minor amendments so that they are more in line with the Prison Service Standards as follows:

4.1. Policy

OUTCOME

All detainees, visitors and staff are aware of, and understand, UKIS' policy on race relations.

UKIS' Race Relations Policy Statement is displayed prominently in key areas of the detention centre:

- Notices must be displayed in prominent positions in the visitors centre; namely in each wing or unit within the centre, at reception, in the health centre, throughout the administration building, in the multi-faith department, the education department and any other prominent area
- Notices should be highly visible and professionally produced, using official notice boards and graphics

Within 24 hours of their arrival in the establishment, detainees must be provided with clear information on UKIS' Race Relations Policy and what this means, in a language and format appropriate to their needs:

- Language Line must be used when appropriate languages are not available.

4.2. Local Race Relations Management

OUTCOME

The centre manager takes overall responsibility for Race Relations in his or her establishment, with the support of the Race, Equality and Diversity Action Team (REDAT) whose responsibilities cover race relations management and the Race Relations Liaison Officer (RRLO).

- The REDAT is chaired by the Centre Manager and deputy centre manager in their absence.
- The REDAT meet monthly to discuss a set agenda, for the functions outlined in this standard.
- The REDAT must be made up of representatives from all the key functional areas of the establishment such as Religious Affairs, Catering, Education, Sports and Gym, IMB and detainee representatives.
- The centre must appoint a full time RRLO who has a job description which fully incorporates all aspects of centre management with regards to race, including the management of both the staff and detainees.

- The REDAT consults, develops and maintains a network of outside organisations that will support the establishment in cultural diversity and awareness. An up-to-date list of contacts is maintained by the RRLO.
- External cultural and faith organisations are invited into the centre to entertain and educate detainees and staff throughout the year. The purpose of these visiting organizations would be to support cultural and religious festivals as well as to form mutually beneficial partnerships within the establishment.
- The REDAT consult detainees through bi-monthly detainee forums, and invites one or two detainee representatives to the monthly REDAT meetings.

4.3. Training

OUTCOME

All staff and associated staff are trained to the same level of knowledge and awareness around issues of race and culture. All staff know how to treat detainees with dignity and respect.

- The RRLO has attended the Prison Services Race Relations course, and receives annual refresher training and additional training from external organisations with regards to race and culture – written records of this training should be kept.
- The RRLO must be responsible for developing a full training package on race and culture, including cross cultural communication, and deliver this training and refresher training to all centre staff and organisations and agencies working within the centre.
- The RRLO must maintain a log of who has received this training in order to ensure that everyone is trained regularly; at least once a year.
- The RRLO must look to utilise external and internal support when creating these training packages and up-date them annually so that staff members receive different training each year. New legislations and challenges of awareness should be incorporated.

4.4. Monitoring

OUTCOME

Through effective monitoring, the REDAT is made aware of, and takes action against, any potential and actual adverse impact on race relations in all activities within the establishment.

- The REDAT reviews the race relations quarterly survey; and the Centre Manager ensures its accuracy and timely return to the Race Relations Liaison Officer (RRLO).

- The REDAT monitors the Race Relations standards, establishing a race relation's action plan to remedy any discrimination. Staff and detainees are notified of any follow-up action taken.
- The REDAT considers reports of racist incidents and the outcomes of investigations, and amends procedures where necessary.
- The REDAT produces an annual report on race relations within the establishment that is considered by the senior management team (SMT) and The Border and Immigration Agency. This report must include year on year performance monitoring. Reports must be sent to The Border and Immigration Agency, posted on notice boards in the wings, the library, in areas of association, visitor areas and in the Staff information Room.
- Where "take action" warnings are generated through ethnic monitoring, they are investigated and presented to the REDAT, and result in appropriate actions which are recorded in the minutes.

4.5. Individual Needs

OUTCOME

Decisions affecting the everyday life of detainees and visitors are taken impartially and the needs of all ethnic groups are considered equally.

- The impact of local policies and practices is assessed in priority order, using the approved race equality impact assessment processes. Any adverse impact is investigated and acted upon.
- The REDAT considers the results of all impact assessments, and incorporates measures to address any adverse impact upon the overarching Race Relations Action Plan.
- A quarterly report on the overarching Race Relations Action Plan is to be sent to the Centre Manager for onward transmission to The Border and Immigration Agency.
- All establishments must provide interpretation or translation services for communicating with non-English speaking detainees and visitors.
- All written forms of communication are provided in pictorial format for communicating to all detainees.
- Each establishment conducts an annual visitors' survey, the results of which are collated, analysed, acted upon, and recorded in the REDAT minutes. The results are to be made available to staff, detainees and visitors.

4.6. Information Provision

OUTCOME

Detainees understand and are aware of the establishment's detailed Race Relations information.

- Information on race relations is provided in all residential areas. This includes:
 - Name and photograph of the Chair of the REDAT
 - Name and photograph of the RRLO or other person locally responsible for race relations issues
 - Establishment Race Relations Policy Statement
 - The means of making a complaint in pictorial flowchart
 - The procedures that are in place for protecting a victim, or complainant.
- At induction, each detainee is provided with an induction pack in their appropriate language. Detainees must fully understand the induction process and the behaviour expected of them whilst in the centre before finishing the induction.

4.7. Complaints

OUTCOME

There is an effective system for reporting and investigating complaints and racist incidents so that detainees have confidence in the racist incident reporting system.

- There is a structured Race Relations induction programme for detainees, which includes:
 - Detailed explanation of what constitutes a racist incident and inappropriate behaviour
 - Procedures for submitting a Racist Incident Reporting Form (RIRF), including support for those who cannot read or write
 - Explanation of how a racist incident will be investigated
 - Procedures for protecting the victim, or the person reporting a racist incident.
- Information on how to make a complaint is available in a range of different languages appropriate to the ethnic make-up of the detainee / visitor population.
- Racist incident reporting forms (RIRFs) are readily and freely available throughout the establishment:
 - Detainees have free and confidential access to RIRFs
 - Provision is made to assist detainees who cannot read and write to make a complaint
 - Forms (and guidance notes) are available in a range of different languages appropriate to the detainee / visitor population
 - Forms are replenished as necessary.
- There should be readily identifiable post boxes for completed RIRF (formal detainee complaints boxes may be used for this purpose):
 - The post box is clearly marked for this purpose and is not under the direct supervision of staff

- Access to the box is strictly limited to RRLO or REDAT members
 - Envelopes to safeguard confidentiality are provided with the RIRFs
 - Boxes must be emptied and the contents processed accordingly.
- All racist incidents are recorded on an electronic log and printed off for the REDAT's examination, and then signed off by the Chair of the REDAT each month, and by The BIA every six months.
 - All complaints of racism received from any other source (IMB boxes, food hall book, general complaints boxes) are:
 - Converted to an RIRF, unless already recorded on one, and a summary of the complaint is recorded on the form
 - The form is assigned a log number.
 - The REDAT have agreed specific procedures so that all parties involved with a racist incident are safeguarded, including the victim and reporter of the incident.
 - Investigations must be carried out fairly and appropriately, and investigators (RRLO) must be trained to Prison Service Investigation Standards for both small and large investigations.
 - All racist incidents that have been reported from any source must be investigated to Prison Service Standards. In each case:
 - A written record must be maintained of the level of investigation selected
 - All formal investigations are conducted in line with PSO 1300 requirements
 - The investigator refers findings to the Chair of the REDAT
 - The Chair of the REDAT must complete section 6 of the RIRF, and record whether any further action is necessary.
 - Any agreed recommended action is implemented
 - A written record is maintained of the details of the actual investigation and any subsequent action taken.
 - REDAT will ensure:
 - A complaint is acknowledged within 3 days of being made
 - The investigation of the complaint is completed within 14 days of being made
 - The complainant is informed of the findings of the investigation within 14 days of completion of the investigation

(These time frames must be complied with, unless an extension is authorised by the Chair of the REDAT, the reason is recorded on the incident log, and the complainant is informed.)
 - The following key actions must be recorded on the electronic log:
 - Findings and outcome of the investigation
 - The outcome of the investigation has been conveyed to those involved
 - Target data for completion of the required action
 - Date when all actions have been completed.
 - A sample of investigation reports (5% or a minimum of 10 investigations, whichever is the greater) must be examined by an external member(s) of the REDAT, annually. A written record must be maintained of the quality of the investigations, and any subsequent action taken.

5. LITIGATION

Term of Reference (4): Is UKIS open to any litigation or allegations of treating detainees inappropriately with regards to race?

The audit team found no evidence of actions within the detention estate, which could lead to litigation or allegations of detainee mistreatment.

6. GENERAL FINDINGS ACROSS THE DETENTION ESTATE

6.1. Race Relations and Complaints Policies

The Race Relations and Complaints Policies implemented and monitored at each of the centres were reviewed and assessed for compliance with current legislation and the Detention Services Standards. These were found to be generally sound, and accessible to staff, detainees and visitors to the centres.

However, interviews with detainees and staff highlighted the following key areas of concern with regards to these two policies:

Race Relations Policy

When detainees were asked if there was a Race Relations Policy at the detention centre, awareness of there being such a document varied greatly, between 73% of respondents at Haslar IRC and Lindholme IRC knowing of its existence, 45% at Colnbrook IRC, 43% at Oakington IRC, 39% at Tinsley House IRC, to only 13% at Harmondsworth IRC. (The other detention centres scored 60% and above.)

All centres, except Harmondsworth, returned between 10-50% of the staff questionnaires that were sent to them prior to the inspection visit. Pressure of work notwithstanding, this fact was indicative of staff attitude towards race relations at Harmondsworth IRC, and highlighted potential difficulties for the successful implementation of the policy.

When detainees were asked who the RRLO was, answers varied between 73% at Lindholme knowing who this officer was, and 100% at Campsfield not knowing. In most cases, the prominence of the RRLO within centres was directly attributable to his or her role being full-time or part-time.

There appears to be a need to standardize the following activities with regards to the promotion of race relations:

- Implementation / promotion of the policy
- Definition of the RRLO's role
- The creation of a full-time RRLO post at all centres
- Standard procedures for dealing with complaints of a racist nature made by staff or detainees
- Staff induction and refresher training

Haslar IRC and Dover IRC were examples of best practice in the promotion of race relations.

Complaints Procedure

Generally, detainees were aware of the Complaints Procedure, and this had been successfully translated into appropriate languages at most centres. 91% of respondents at Haslar IRC, 87% at Harmondsworth IRC and 85% at Dover IRC knew how to make a complaint, and were confident in using the procedure. The lower scores were from Campsfield IRC (62%) and Oakington IRC (43%).

Correspondingly, when staff were asked how much confidence they thought detainees had in the complaints procedure and process, only 21% at Haslar and 28% at Lindholme thought

that detainees were very confident in the process, as compared to 67% at Campsfield IRC, 64% at Tinsley House IRC with the rest of the centres being below 21%.

This perception was generally accurate, as many of the detainees that were interviewed felt that formal complaints were **"a waste of time"** because **"no action was ever taken."** Nevertheless, our findings highlighted the fact that the Complaints Procedure had been successfully implemented at all centres, with best practice examples again being Haslar and Dover IRC.

6.2. Good Practice Examples

Examples of good practice which we found across the estate are as follows:

Black, Ethnic Minority and Faith Monitoring of Detainees

- Systems were in place at the centres for monitoring take-up of activities by faith and ethnicity.
- There was evidence of using this information for improved operational management, with weekly feedback to staff for further improvement. At some centres, these meetings were held on a daily basis.

Promotion of Race Relations

- There was evidence of a commitment to race relations within centres (i.e. a Centre Manager temporarily returning from leave to attend the race relations audit, and a Centre Manager chairing all the race related meetings).
- Staffing structures that support race relations (i.e. a dedicated Diversity Manager with direct access to the Centre Manager and a specifically appointed, full-time Race Relations Officer) were in place.
- Most of the RRLOs were trained to a high standard and were known within their centres by staff and detainees alike.
- Formal and accepted 'whistle blowing' policies for staff to use, if another member of staff was found engaged in discriminatory practices or bullying, were in place.
- Well designed and attractive notice boards with details of the race relations policy and the RRLO and Team, were situated in prominent places around centres such as:

- Gate
 - Visitors' room
 - Dining room
 - Library
 - Education centre
 - Gym
 - Communal corridors
 - All accommodation
 - Central administration block
 - Reception & removal areas
 - Health centre, etc.
-
- The daily gathering and sharing of knowledge, with regards to developments in detainee countries of origin, so as to pre-empt any potential disturbances within the centre.

General Detainee Welfare

- Regular meetings were held, which were attended by detainee(s) with a proactive method of attracting detainee involvement (i.e. not just posters in appropriate languages, but also the establishment of focus groups, rewards and credit schemes).
- Measures were in place to ensure that detainee(s) present at the meetings represented a cross section of the detainee population, and at times also included an individual who could not speak or read English, in order to ensure that their views were also heard.
- Faith specific meetings with detainee(s) in attendance were held regularly.
- Regular and ad hoc focus groups met with different ethnic and faith groups to ensure that all needs were being met.
- Food consultation meetings with various ethnic groups were held regularly in order to discuss menus and food preparation.
- Detainees were being empowered to form their own focus / welfare groups.

Food

- All food items were clearly identifiable by means of large pictorial boards and printed menus.
- Halal food was provided and the word "Halal" was also shown in Arabic.
- Meetings were being held with detainees from different ethnic groups and religions to discuss food preparation.
- Detainees were encouraged to assist with food preparation at festivals (i.e. Chinese detainees produced a meal for everyone on Chinese New Year's Day and at one centre in particular, a cultural kitchen had been established, so that detainees could cook their own national dishes and entertain each other.

- Lunch was used as an informal roll call at one centre, which made the system less intimidating for some detainees.

Faith Facilities

- The faith facilities reflected the needs of the detainee population.
- Mosques had a carpeted area that was kept free from dirt and shoes. An 'absolution' area and water for cleansing was available in the same space.
- Holy books were made available in different languages; some of these having been donated by local publishing houses.
- Symbols and books for all faiths were freely available at all centres.
- External faith leaders led worship, prayers and festival celebrations.
- Photographs and names of the faith leaders and advisers, who supported detainees and attended RRC meetings, were on display at the centres.

6.3. Areas of Inconsistent Practices

The standard of the following practices varied greatly across the detention estate, with some centres excelling, where others left room for improvement.

Health Centre

- The Red Cross' emergency multilingual phrase book was not kept updated and ready to be used by medical and other staff at all centres.
- At some centres, Language Line was used to provide interpreting services whereas at other centres, this task was carried out by staff or detainees.

Race Relations Risk Assessments and Self-Audits

- Formal and informal policies, processes and procedures were regularly assessed for direct and indirect discrimination. At some centres, self-audits were carried out on a quarterly basis, but at others every six months.

Staff Education and Training

- Training (specific and bespoke cultural communication, diversity and race) was not being renewed regularly, as per the UKIS Standards of annual refresher training.
- There was a need at some centres, to provide risk assessment training in order to ensure that all policies, procedures and practices were free from discrimination. Staff needed briefing notes on the new legislation that would impact upon the running of the centre.
- Race equality and cultural awareness days for staff and detainees were lacking at some centres and there was no evidence that staff knew the legal definition of a racist incident as defined by the McPherson Report. ("A racist incident is any incident which is perceived to be racist by the victim or any other person".)

External Visitors and Activities

- Some centres had strong external links (IMB, AVID etc.), but others needed to cultivate partnerships with external organisations that work with immigration, asylum seekers and other detainees.
- External arts and crafts providers, such as musicians, poets and dancers were being used for cultural and faith specific activities at some centres, but not at others.

Library

- Provision of multi-lingual fiction and reference books, magazines and daily newspapers differed greatly from centre to centre.

Activities

- Provision of educational activities (ESOL English and CLAIT Computer Studies) varied greatly across the estate, depending upon individual contractors' service level agreements.
- Similarly, the provision of art and crafts classes depended upon service contracts. Some centres exhibited detainee artwork, within the centres, to professional standards and even displayed the artwork externally, in order to build community awareness and relationships, whereas others did not appear to value art classes or the importance of displays on maintaining detainee morale.

Complaints

- Lockable and clearly marked complaints boxes were available at all centres, although they were not always painted in a bold colour, and neither were they always strategically situated so as to protect the complainant's privacy.
- Privacy of the system varied greatly from having to ask officers for a complaints form at one centre, because they had previously been "**wasted and used as scrap paper**" and the forms being made available with privacy envelopes, in places which were outside of the CCTV system, such as laundry rooms at another centre.
- Complaints forms at all centres were translated in the standard nine languages, but at some centres, these were exceeded (up to twenty-one languages) in order to meet the needs of the detainee population.

7. RECOMMENDATIONS FOR THE BORDER AND IMMIGRATION AGENCY

In summary, from our findings, we would recommend the following actions:

- Ensure that each Centre has prepared and implemented a Race Equality Action Plan.
- Race Relations Standards and Guidelines for the Detention Estate Contractors should be revised and amended so that they are more in line with Prison Service Standards.



- Set up a RRLO monthly meeting group to meet at each centre, share best practice and support for the promotion of race relations.
- Consider whether it would be more advantageous to create a standardisation of best practice across the detention estate.
- Set annual reporting dates for each Centre.

Recommended Policy and Practice Changes

We would recommend that the following areas be reviewed for change and/or improvement:

▪ Improving communication

This was especially noticeable amongst the private companies involved within the detention process. There was a distinct lack of training, shared knowledge and experience around race relations issues, which lead not only to a difference in the way that the policy was implemented at each centre, but also in the different way that detainees were treated.

▪ Ensuring consistency in removal

Most removal teams treated detainees with dignity and respect, but this varied from centre to centre. When removal teams were asked:

"How far can you go, in terms of the treatment of a detainee, to get them back to their country?"

Answers varied:

"You have to always treat them with dignity and respect, after all this is their country, to some of them that is."

"There are no limits it is our job to get them back to their country and that, at the end of the day, is what we have to achieve, whatever it takes."

▪ Ensuring consistency of procedure and policies across the estate

Lack of consistency caused problems for detainees at each centre, resulting in a relearning process, as different behavioural expectations were placed upon them at each centre. In turn, staff at each centre were placed under enormous pressure as a result of having to re-

educate detainees on new centre ethos, rules and regulations. Staff had to continually rebuild rapport and trust with each new detainee. When asked:

"What is the best way to treat a detainee?"

Answers varied from:

"With dignity and respect, it is a real privilege to work in such an environment of mutual learning from each other, surrounded by so many different cultures, faiths and perceptions of life."

To:

"You won't go far wrong if you treat a detainee like a 5 year old."

The areas of inconsistency that caused the majority of problems included:

- Management company ethos with regards to race relations
- Centre rules and regulations
- Treatment and respect of detainees
- Availability of paid work
- Mobile phones

▪ **Standardising Contracts with The BIA**

Different contracts with The BIA influenced greatly, the type of service which was being delivered by the contractor at each centre with regards to race relations. Due to differences in contractual obligations, detainees' experiences at each centre were different. Key areas were education and the availability of paid work. Some centres recognised their race and cultural obligations and managed these without contract; others only complied if they were bound by formal contract.

▪ **Improved Learning Opportunities**

The centres that were found to be performing particularly well were those that involved detainees in activities that were progressive, educational and cross cultural. Where these were absent, there was also a lack of cross-cultural interaction. This led to relationship problems, low morale and severe cases of depression within the centre.

▪ **Addressing Issues of Race and Cultural Ignorance amongst Detainees**

It was found that there needed to be more reflective questioning around what a detainee understood by bullying and racism during induction, because almost certainly issues of racism, bullying and ignorance also arose and emerged out of detainee relationships, when detainees encountered different nationalities for the first time and more especially within an environment where their freedom was being curtailed.

▪ **Revise and Update Staff Training**

At almost all centres, there was a need to revise and update staff training. Where training was given, it was logical and factual, with very little content to inspire people to change perception challenge awareness and outlook on key issues. Almost a quarter of staff across the detention estate did not think that the race relations training they had received was worthwhile.

When asked how often they hear racist comments about fellow colleagues or detainees, staff commonly responded with "**occasionally**". The highest score for staff 'occasionally' making racist comments about fellow colleagues was from Colnbrook IRC (28% respondents) and Tinsley House IRC (33%) for staff making racist comments to or about detainees.

▪ **Effectiveness of the RRC**

The effectiveness of the RRC meetings seemed to relate directly to the effort that the centre had made in two areas:

- Promoting the meetings and detainee attendance (i.e. holding regular informal forums or chats prior to the main meeting), and
- Developing positive rapport and trust with the detainee population in order to ensure attendance and positive action

Unfortunately, the majority of detainees had little faith in the RRC meetings and did not believe that any change could take place as a result of attendance. They therefore saw very

little point in coming forward. Dover IRC had the best practice of involving detainees in RRC meetings. Similarly, the IMB presence at Dover IRC played a more active role in centre affairs.

SECTION 2

Detention Estate Findings

1. Campsfield House IRC



Campsfield House IRC, Langford Lane, Kidlington,
Oxfordshire OX5 1RE
Tel: 01865 233600 Fax: 01865 377723

Campsfield House is an immigration removal centre run under Detention Centre Rules (2001). The centre is located approximately 5 miles north of Oxford and has been in operation since 1993.

Contractor
GEO

Centre Manager
Jo Henney

Race Relations Liaison Officer
Ken Harsham

Number held
192 on 22 February 2007

Operational capacity
198

"It felt as if staff were in two distinct camps at Campsfield House IRC; those who supported the new management style, and those who felt that the "softer" regime was neither appropriate, nor good practice for the centre."

1.1 Executive Summary

Campsfield House IRC is located approximately 5 miles north of Oxford and has been in operation since 1993. It operates within Detention Centre Rules (2001). It is run by GEO on behalf of the Border and Immigration Agency. The centre can accommodate 198 single males.

Campsfield House IRC is currently undergoing restructuring and as a result, according to staff, the atmosphere of adjustment is fraught with internal tensions. Renovation and refurbishment work was taking place during the time of the audit. It was encouraging to see a building that in certain places seemed claustrophobic and oppressive, undergoing a process of positive transformation.

Change has also taken place in other key areas at Campsfield House IRC. On the one hand, management is attempting to build a more democratic and open environment, to instil respect and trust, yet some staff, especially long-term employees, criticise this approach. They perceive they are moving further away from a regime of discipline and strong measures and this has, at times, led to some animosity between GEO and senior management.

The audit team found a tense atmosphere in a centre that has placed little emphasis on issues of race and culture. Despite being highlighted by a number of the staff as being important to the running of the centre, there was little evidence around the estate to demonstrate that race relations was seen as significant to the culture, policies and procedure of the centre.

The Border and Immigration Agency's Race Relations policy statements within the visitor's centre and on entry to the centre were out of date. Although race relations policy statements were posted around the centre in several languages, these were not prominently displayed.

Race appeared as an additional issue for a very competent multi-faith team. The RRLO's role is combined with the job of a duty shift manager. Notwithstanding Oxford's low black and minority ethnic population and low unemployment figures, both of which impact on recruitment, the staff is not diverse in terms of ethnic minority or faith representation and management could better address both recruitment and retention in this regard.

This atmosphere of adjustment is compounded by the growing problem for both detainees and staff who must confront and deal with an increasing number of foreign national ex-prisoners, sometimes with records of violent or sexual crimes, arriving at the centre at any one time. It is clear that a management style which combines the reality of managing such a centre and the aspirations of the new style, which is built upon mutual trust and respect, must be negotiated.

The audit team found that the complaints procedure was not being used as well as it could be. It was encouraging to find that GEO had organized a whole day of their introductory training around cultural communications, awareness and race relations.

Audit findings highlighted several positive aspects at Campsfield House IRC; namely, the Centre Manager is creative and proactive and having worked at every level of the organisation, has practical experience of many of the issues, which staff face on a daily basis. Campsfield House IRC also has a new contractor who is willing to finance innovative developments at the centre, as evidenced by the new green house, which is being built for detainees.

Detainees were found to be benefiting from the support provided by an excellent and diverse faith team, which provided moral and spiritual support for all detainees, in addition to a host of cultural events including, drum workshops, food theme nights, religious and cultural festivals and art workshops.

A paid work and credits system has been introduced and detainee education and progression may become a key feature of this centre.

The following tables illustrate our audit findings.

Table 1: Centre of Excellence League Position

League Position 7			
Centre of Excellence League Scoring Campsfield House IRC			
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	31	
1b	Race Relations Policy	44	
1c	Induction	50	
1d	Removal	50	
1e	Access to external agencies	50	
1f	Visits – opportunity/privacy	75	
1g	Mobiles/access to telephone	81	54.43
2	LEADERSHIP STYLE		
2a	Clear/fair communication	58	
2b	Staff/detainee relationships	56	
2c	Staff training -type/frequency	37	50.33
3	FAITH/CULTURE		
3a	Prayer/worship rooms	75	
3b	Access to religious leaders	87	
3c	Religious celebrations	83	
3d	Culture/faith based cuisine	62	
3e	Multi-lingual library/reading	81	
3f	Multi-lingual entertainment	81	78.17
4	HEALTH		
4a	Well-being/emotional state	37	
4b	Access to doctor/nurse	50	
4c	Understanding of treatment	56	
4d	Efficiency of treatment	44	
4e	Additional health services	50	47.40
5	FACILITY		
5a	Cleanliness and decor	37	
5b	Privacy and detainee dignity	50	
5c	Educational activities	56	
5d	Art activities	50	
5e	Sport activities/facilities	62	
5f	Recreation/socialising	56	
5g	Outdoor recreation	50	
5h	Shop – opening times/stock	56	
5i	'Lock-up'/meal times	50	51.89
	TOTAL AVERAGE SCORE		56.44

1.2 Audit Population Profile

**Table 2: Campsfield House IRC Detainee Population Interviewed
22-23 February 2007**

Nationality	Total %
Algerian	6
Cameroonian	10
Congolese	5
Iranian	5
Iraqi	5
Jamaican	15
Kenyan	5
Moroccan	5
Somali	8
Sri Lankan	5
Tanzanian	5
Turkish	15
Ugandan	6
Zimbabwe	5
Total Detainees Interviewed	100

Table 3: Campsfield House IRC Interviewees per Length of Stay

Length of Stay	%
Less than one week	11
Less than one month	47
1-3 months	37
3-6 months	5
6-12 months	0
12 months +	0

Table 4: Campsfield House IRC Interviewees per Religion/Belief

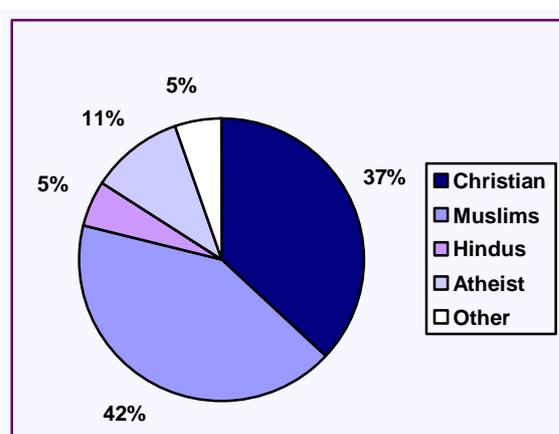


Table 5: Campsfield House IRC Interviewees per Age Group

Age Group (yrs)	%
16-24	21
25-34	58
35-44	16
45-54	5
55+	0

1.3 Policies and Procedures

Race Relations

The management of race relations was considered to be important by many members of staff, but there was little evidence around the centre to demonstrate that priority had been given to this key centre function. For example, the BIA Race Relations policy statements within the visitors' centre and at reception were out of date, and although race relations policy statements were posted around the centre in several languages they were not highly visible, or on formal notice boards.

Race Relations Committee (RRC) meetings were being held, but without detainee representation. It was understood that there were plans to encourage detainee involvement. At the time of audit, the Welfare Manager represented detainees by raising their concerns at the meetings. These were mostly concerns about food, cultural theme nights and race, that were highlighted during the monthly detainee consultation meetings.

A quarterly survey of detainee opinions also took place. The filling in of survey questionnaires was encouraged through an incentive of free biscuits. The survey carried out just before the audit had received 70 responses out of 193 circulated questionnaires. Survey results were regularly discussed at senior management meetings

Complaints Procedure

The complaints procedure was very basic and was not highly visible around the centre, although it was included in the induction pack and referred to during the induction process.

The complaints log contained only a small number of cases for that year. There were in total 3 complaints, which had all been formally resolved. The complaints raised were about 'racist' officers, but it was concluded, after investigation, that the complainants had either reacted out of frustration or did not know what the word 'racist' meant. The conclusion, which was documented in the race relations report, was that no officers were found to be racist, and therefore no further action was necessary.

Other explanations for complaints about racism by officers were language barriers and lack of cultural understanding. This explanation highlights potential lack of understanding of what constitutes a racist incident and how to adequately investigate an incident that could have its root causes in racism.

Investigation of race related complaints was being carried out by the Centre Manager, with a 14 day (maximum) turn around on all complaints. All complaints were logged. The complaints log was manual and not a computerized system. However, a detailed race relations report of all complaints was produced regularly for the Centre Manager.

In order to improve the complaints system, the Centre Manager had started to monitor its use by detainees and was convinced that many complaints were not being reported. At the time of audit, she was investigating the reasons behind this.

The investigation procedure was found to be limited and not to the Prison Service standards depth of analysis or the standards of The Border and Immigration Agency. Follow up and feedback to the detainee only took place if the detainee had ticked the follow up box on the form.

Induction Procedure

Upon arrival, detainees were being treated with dignity and respect. Reception staff took individual needs into consideration, but the lack of information on the background of detainees caused difficulties. Misinformation and delays were major concerns about the efficiency of the Detention Escort and Population Management Unit (DEPMU) systems.

There was a separate induction wing at Campsfield House IRC, which was of great benefit to new detainees. The induction wing was a pleasant relaxed wing with a calmer atmosphere than the rest of the centre. However, detainees in this wing complained about lack of privacy, due to officers having access to their rooms even when they were asleep or taking time out to be alone.

The compact and induction packs were well presented and available in a wide selection of languages, even though the detainee population at Campsfield House IRC had a high number of English speaking individuals.

GEO recognised the importance of language and had bought a translation software package to supplement the Border and Immigration Agency's language provision.

Language Line was also being used, although the Centre Manager was of the opinion that much individual context was lost through translation by this service.

Removal Procedure

Removal from the centre was a little disorganized, with a noticeable difference in the G4S teams' attitude towards overseas removals.

When asked ***"How far can you go in terms of the treatment of a detainee to get them back to their country?"*** One interviewee answered: ***"There are no limits in our job to get them back to their country, and that - at the end of the day - is what we have to achieve – whatever it takes"***

Other areas of policies and procedures were found to be of an acceptable standard.

1.4 Leadership Style

The new Centre Manager was appointed shortly before the audit. Her appointment was a major cultural change for staff and two senior managers left as a consequence. Accepting a

new management style was proving difficult for some staff, but the Centre Manager was providing one to one briefings with all staff in order to introduce the change successfully.

The Centre Manager was seen by detainees as a trusted member of staff, who would do her best to ensure that their needs were met. Auditors were told by detainees that she often authorised visits to ethnic food stores for purchases to be made on their behalf.

The audit team found the centre culture to be fair, inclusive and accommodating of different faiths and cultures. However, there were some tensions within groups at the centre, and conflict resolution was delegated to the Welfare and Faith teams.

The staff Induction course took 6 weeks. However, non-operational training for kitchen and clerical staff, as well as IMB representatives did not include race awareness to the same degree. The management team were aware of this fact, and the RRLO had developed a new training package for staff, which was being updated at the time of audit, with the intention that an external provider adding race, culture and faith training to the programme.

The RRLO kept a record of all staff that had been trained on race relations and had attended the refresher training, and passed statistical details to the Centre Manager for inclusion in her annual report.

1.5 Faith and Culture

The Faith Team were visible, well known and highly regarded by the detainee population. Many of the issues around race and culture were delegated to this team. Eleven religious leaders representing different faith groups, including eight Christian denominations were being managed by the Religious Affairs Manager, who offered placements at the centre through the local Theological College. Therefore many of these ministers were voluntary; neither paid a salary nor expenses.

The religious and cultural affairs team met on a monthly basis, in order to discuss the monthly organisation of activities. Regular theme nights were being hosted, with a performance from one external artiste per month, one night of ethnic cuisine per month and one theme day celebrating a religious or cultural festival per month. These activities involved staff from the education, catering, welfare and chaplaincy departments.

All teams contributed to the Diwali festival celebrations. External musicians were invited and attended. Arts and crafts posters were made and displayed. After food hygiene training and certification, catering managers used detainees to help prepare appropriate meals.

The library was well stocked and with an extensive range of information on immigration and asylum in the UK in several languages.

Workshops with culturally specific instruments were being provided by the Oxford Concert Party consisting of four professional musicians. Detainees enjoyed these workshops and participated by playing instruments themselves. An auditor was told by a detainee: ***'Saz is a Turkish mandolin which they brought in and one of the detainees played it better than them and gave a performance with singing...'***

1.6 Health

The Centre Manager was found to be proactive in building rapport and trust between detainees and staff. For example, staff were encouraged to play pool and other games with detainees whilst on duty. Her introduction of minor changes such as unlimited bread at mealtimes, lighters and hot water for drinks influenced greatly the general wellbeing of the detainees.

Detainees were being seen by the medical team upon arrival at the centre, as part of their time in the induction unit. This facility was equally accessible to all detainees.

1.7 Facilities

Provision was adequate, clean and accessible to all detainees. The centre manager was overseeing the extensive programme of repair and renovation work across the centre, which had been agreed between GEO, the contractors, and the BIA.

Educational Activities

Two ESOL teachers, one paid and one voluntary, worked at the centre. The educational centre worked around UK school times with limited activities and resources. There was a need for evening and weekend classes, but the contractor was complying fully with all contractual provision obligations.

Sports and Health Activities

The gym and exercise room were very well equipped and were accessible to all detainees.

Outdoor Recreation

There were no outdoor recreational activities observed during the time of the audit due to inclement weather.

Paid Activities

A variety of paid jobs, mostly cleaning, were made available to detainees and there were plans to add more jobs in the future.

Catering and Shop

The shop was found to be basic, in terms of carrying ethnic products, but the Centre Manager was committed to increasing the variety of ethnic foods available to detainees.

1.8 Summary of Findings

The audit findings highlighted the following good race relations practices and challenges at Campsfield House IRC.

Good Practice

- There was a creative and proactive management style, conducive to a more inclusive environment for staff and detainees.
- The Centre Manager was visibly committed to good race relations in the centre and having progressed within the system, had hands-on experience of all the issues.
- The new contractor was willing to invest in the upkeep of the centre, and a major renovation and refurbishment programme was in progress at the time of audit.

- There was innovation around engaging with detainees (e.g. the new green house being built for detainees.)
- The dedicated induction suite for detainees to stay in during the first 24 hours of detention and then longer if deemed necessary, was an effective measure.
- There was efficiency at reception with dignity and respect maintained for all detainees.
- An excellent and diverse faith team were in place to provide religious support for all detainees and a host of additional cultural events including, drum workshops, food theme nights, festivals, art workshops and other cultural celebrations.
- Paid work and credits systems were successfully introduced.
- Staff regularly trained in the gym with detainees, helping to improve relationships.
- GEO had organized a whole day of their introductory training around cultural communications, awareness and race relations.

Challenges

- Long standing staff found difficulty in accepting the new management style. Some staff were found to be working against the new Centre Manager, with the perception that the old ethos was which was a **'solid regime and discipline,'** was much better than the new one built on **'mutual respect and trust.'** This has created much animosity towards change and innovation. During interview, one staff member said **'If this was white British people in here, we would be a lot stricter, it is because they are black people that we are afraid';**
- There were not enough meaningful activities to engage detainees.
- The Complaints Procedure was not trusted or used.
- Race Relations appeared to be an add-on to the Faith team. There was a need to recognise the importance of race in addition to faith.
- The RRLO's role was in addition to the job of a duty shift manager, as opposed to it being a stand alone role. This may have resulted in the perception within staff that race and culture (race relations) were of very little importance within the centre.
- In spite of the fact that Oxford has a low black and ethnic minority (BME) population, which would impact on recruitment from these sectors, BME and faith representation amongst staff teams was found to be very low.

1.9 Recommendations for the Centre Manager

Complaints Procedure

- A revision of the complaints system, process and tools;
- Ensure that the Welfare Officer, RRLO and Centre Manager have attended a Prison Service small and larger investigation course;
- Strategic placement of the complaints boxes, in positions around the centre that are not visible to any officer or camera; ensuring that they are painted a visible colour;
- Ensure that the complaints boxes are emptied each day by the RRLO;
- Ensure that the complaints procedure includes a clause on protection for the complainant or victim, and is highlighted above the boxes in pictorial form;
- Ensure that staff understand that 'no complaints' does not necessarily mean a 'happy' centre, but that it could mean a 'repressed' centre.

Staff Consultation and Morale

- Use coaching, mentoring and shadowing to challenge perceptions with regard to how the centre should be run and how detainees should be treated;

- Hold staff consultation sessions before introducing a new system or practice to the centre to ensure staff are supportive of the change;
- Hold staff exchange days with centres such as Dover or Haslar to share best practice and to demonstrate how more relaxed regimes have not resulted in detainee lack of respect or loss of control.

Staff Training and Education

- Ensure that the RRLO produces information for managers with regard to race relations at Campsfield House IRC and details their roles and responsibilities. In addition, the RRLO must provide one day race relations and cultural awareness training and refresher training sessions for staff, which fulfil the training needs of staff.
- Staff could be actively encouraged to engage with and attend the festival celebrations and cultural theme days that occur throughout the year. The 9 main events that are celebrated, Diwali, Eid-ul-Fitr, Guru Nanak's Birthday, Christmas, New Year, Eid-ul-adha, Chinese New Year, Holi Festival and Easter should be used for cross cultural learning.

Prominence of Race Relations

- The RRLO role should be made full time and not be an extension of another job.
- Formal notice boards should be put up with pictures of the RRC team, their names, roles and commitment to detainees.

2 Colnbrook IRC



Colnbrook Immigration Removal Centre, Colnbrook by Pass, Harmondsworth, West Drayton UB7 0FX
Tel: 020 8607 5200 Fax: 020 8759 7996

Colnbrook, run under Detention Centre Rules (2001), is the latest detention centre to be added to the network. It is in a prime location adjacent to Heathrow Airport, and was opened in September 2004 by Des Browne, who was the Immigration Minister at the time.

Contractor
Serco

Centre Manager
Craig Thomson

Race Relations Liaison Officer
Derek Goh

Number held
327 on 19 February 2007

Operational capacity
364

"Race Relations and cultural affairs were given high prominence at Colnbrook IRC. Those detainees who did not know who the Race Relations Liaison Officer was by title, certainly knew him by name and felt they could approach him at any time with concerns or worries. Many sought his advice for issues which were not related to race."

2.1 Executive Summary

Colnbrook is one of the most recent detention centres to be added to the UKIS network. It is run by Serco Home Affairs on behalf of the Border and Immigration Agency. Like all immigration removal centres, Colnbrook is run under Detention Centre Rules (2001). It is located adjacent to Heathrow airport and was officially opened in September 2004. The centre is clean and in good decorative order. It can hold up to 284 single males with a further 80 spaces within the Short Term Holding Facility which may be used for both males and females. Colnbrook IRC is the stand alone establishment used within the estate for all detainees with medical cases requiring constant observation.

At Colnbrook the promotion of race relations and faith awareness was found to be of a high standard. A diverse staff force, which reflects the local population, receives annual refresher training in cultural awareness, and committed Welfare and Race Relations Teams, which are commended and valued by detainees, are active on-site at all times. The induction process is rigorous and induction packs and complaint forms are readily available in 21 languages. Electronic scanning and storage of all complaints is an innovative idea and unique to this centre.

However, the audit team found a pervasive and distressing atmosphere in the centre, which may have been due to the fact that Colnbrook IRC functions as the establishment within the estate where all non compliant and refractory detainees are accommodated. Detainees expressed severe criticism of Colnbrook with regard to their well-being and complained of being treated like prisoners by officers. Many described the facility as 'worse than a prison' and former prisoners remarked that they preferred those institutions.

Allegations of bullying and racist abuse by officers were common among detainees at Colnbrook IRC. The names of 4 officers in particular, were independently mentioned in this context to all of the Auditors. One of the officers, who is female, allegedly referred to detainees as **'black bastards'** and regularly used the **"F"** word which some detainees found unacceptable. Another of the 4 officers are said to taunt detainees at roll call and meal times with **'Animals, lock-up time'** and **'Animals, come get your food.'** These officers were allegedly more hostile towards black and Muslim detainees and were known to openly ask, **'Why are you here? Go back to your country.'**

The above notwithstanding, the audit team found positive things to report at Colnbrook IRC, such as the work that is being carried out by the Senior Manager dedicated to Race Relations, Religious and Cultural Affairs and his Team, who are very proactive and committed to developing harmonious relationships with detainees. All detainees spoke very highly of the Team and felt that they were tough, but fair and trustworthy.

The Race Relations, Religious and Cultural Affairs Team provide the centre with a wide array of religious and cultural festivals and have arranged for regular visits by religious ministers, who conduct daily services in prayer and multi-faith rooms. Significantly, detainees felt confident they could trust the Team.

Detainees are able to choose Halal cuisine alongside standard, vegetarian and vegan meals. Another key Colnbrook IRC feature is that Sky TV is available in all rooms.

The following tables illustrate our audit findings at Colnbrook IRC:

Table 6: Centre of Excellence League Position

League Position 6			
Centre of Excellence League Scoring – Colnbrook IRC			
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	83	
1b	Race Relations Policy	83	
1c	Induction	62	
1d	Removal	62	
1e	Access to external agencies	50	
1f	Visits – opportunity/privacy	50	
1g	Mobiles/access to telephone	50	62.86
2	LEADERSHIP STYLE		
2a	Clear/fair communication	50	
2b	Staff/detainee relationships	50	
2c	Staff training -type/frequency	50	50.00
3	FAITH/CULTURE		
3a	Prayer/worship rooms	81	
3b	Access to religious leaders	75	
3c	Religious celebrations	94	
3d	Culture/faith based cuisine	92	
3e	Multi-lingual library/reading	81	
3f	Multi-lingual entertainment	81	84.00
4	HEALTH		
4a	Well-being/emotional state	42	
4b	Access to doctor/nurse	67	
4c	Understanding of treatment	42	
4d	Efficiency of treatment	42	
4e	Additional health services	50	48.60
5	FACILITY		
5a	Cleanliness and decor	75	
5b	Privacy and detainee dignity	67	
5c	Educational activities	75	
5d	Art activities	75	
5e	Sport activities/facilities	75	
5f	Recreation/socialising	67	
5g	Outdoor recreation	25	
5h	Shop – opening times/stock	58	
5i	'Lock-up'/meal times	58	63.89
	TOTAL AVERAGE SCORE		61.87

2.2 Audit Population Profile

**Table 7: COLNBROOK IRC Detainee Population Interviewed
19-20 February 2007**

Nationality	Total %
Afghan	3
Algerian	10
Chad	3
Chechnya	4
Chinese	3
Congolese	9
Cypriot	3
Indian	4
Iranian	3
Iraqi	3
Jamaican	14
Kurdish	3
Nigerian	8
Somali	17
South African	3
Sri Lankan	4
Sudanese	3
Zimbabwe	3
Total Detainees Interviewed	100

Table 8: Colnbrook IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	0
Less than one month	23
1-3 months	34
3-6 months	23
6-12 months	20
12 months +	0

Table 9: Colnbrook IRC Interviewees Per Religion/Belief

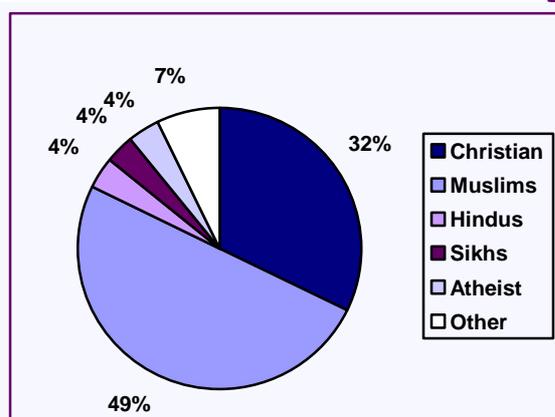


Table 10: Colnbrook IRC Interviewees Per Age Group

Age Group (yrs)	%
16-24	13
25-34	54
35-44	23
45-54	7
55+	3

2.3 Policies and Procedures

The Race Relation Team is very pro-active in promoting race relations within the centre. There were many posters highlighting the various religious and cultural days of importance, and a religious festivals poster, which was a common feature throughout the centre. The Border and Immigration Agency's Race Relations policy statement was also featured throughout the centre and available to detainees. The notice boards at Colnbrook IRC were quite exceptionally of a high standard both in terms of information and artistic display.

Complaints Procedure

The complaint forms were easily available and positioned near the boxes for depositing forms. (At one time, the boxes were situated in the Units but were moved to central areas due to repeated damage). Forms were available in 21 languages.

Racist complaints were being allocated to the Assistant Director, Religious and Cultural Affairs for investigation, and those of a very serious nature passed on to the BIA for investigation. All documentation appertaining to a complaint was logged, given a reference number, scanned and stored electronically. This system was unique to Colnbrook IRC.

However, the standard of investigation did not leave an adequate audit trail, in order to determine how an outcome had been arrived at. Detainees rarely appeared to get a favourable outcome from an investigation of their complaints and this inevitably invalidated the process from their perspective.

Records of all complaints were being meticulously stored on computer in a user-friendly format that provided an immediate view of any investigation. The system was being 'backed-up' on a nightly basis and the disks securely stored by the investigating officer. Paper records were also being maintained.

Detainees mistrusted the complaints procedure. Many detainees considered complaining a waste of time as it consistently worked against them, and led to their being marked as **'trouble,'** whilst others felt that direct confrontation was the way forward because at the very least, a direct response could be elicited.

Communication and Visitors

Visitors were adequately provided for within a secure environment, which was equally accessible to all detainees. Detainees could make and receive calls sufficiently well.

2.4 Leadership Style

Translating services, such as Language Line, were adequately used and most literature was translated into the languages of the detainee population. Some staff were bi- or multi-lingual.

Detainees expressed a degree of confidence in the Race Relations Team and the various religious visitors to the centre. However, they did not express this confidence for the majority of officers working on the wings, who were generally described as being insensitive to their needs. During our visit we witnessed a very distressed detainee who was grieving over the death of a close family member overseas. He was visibly upset and angry over the refusal of an officer to allow him to telephone his family. There seemed no clear-cut reason for the refusal, and it was difficult to understand the officers' actions. By all accounts this was not an isolated incident, but indicative of the treatment detainees now expect from certain officers.

Staff Training

Race Relations and Diversity training was mandatory for all staff. New recruits received training that involved visits to local cultural and religious centres as preparation for the various cultures they would encounter.

However, the Race Relations and Diversity training pack needed updating and refresher training delivered to staff annually

2.5 Faith and Culture

There was one Senior Manager whose role was to oversee religious and cultural affairs in addition to race relations. Various religious and cultural events, which were enjoyed by staff and detainees alike, were being held at the centre. Visits by religious ministers were mostly

done on a voluntary basis, but there were some who charged for their services by way of invoice on a monthly basis.

In the office of the Senior Manager (Religious and Cultural Affairs), there were photographs of the various events that had been organized to celebrate Diwali, Ramadan, Eid and Christmas. Detainees were enthusiastic about the effort of the centre in this regard.

Religious provision is an important requirement for detainees at Colnbrook IRC. The Religious and Cultural Affairs Team were very proactive in meeting the religious and cultural needs of detainees. There were regular weekly visits from various religious ministers and worship services were available for Hindus, Jews, Sikhs, Buddhists, Shintoists, and various Muslim and Christian groups. The Muslim Imam is present each day and other ministers visit on designated days.

2.6 Health

Detainees expressed harsh criticism of Colnbrook IRC with regards to their well-being. Many described the facility as 'worse than a prison' and former prisoners remarked that they preferred those institutions.

Opportunity for detainees to vent their frustrations externally was severely restricted as there was limited access to outdoor recreational activities for security reasons.

The Healthcare Team provided a culturally sensitive service and there were no complaints from detainees about the service they received. Language Line was rarely used to interpret for detainees, as most of them spoke English as a second language, and many of the staff were bi- or tri-lingual.

2.7 Facilities

Educational facilities were available, and the IT centre was very popular; abuse of the internet was punishable by a ban. It was alleged that access to the IT room was on a 'first come first serve' basis and that the more intimidating detainees were the ones who were always in class. If true, this allegation should be urgently investigated, addressed and monitored.

ESOL English classes were thought to be very basic and not to address the needs of detainees, who spoke good English.

Work of a very high standard was produced in the art classes.

The well-equipped gym, exercise room and sports hall were heavily subscribed, but not enough activities were offered, in order to keep detainees active.

Outdoor Recreation

No outdoor recreational activities were available at the time of audit due to security restrictions.

Library and Cultural Activities

The library was adequately stocked with multi-lingual literature, which was not only fiction and entertainment magazines, but also important legal information and sources of contact for detainees. Colnbrook IRC excelled in this regard and had good practice to share across the detention estate.

Paid Activities

There is no facility for cash payment to detainees. However incentives in the form of vouchers are available in exchange for assistance in areas such as decorating and cleaning.

Catering and Shop

The shop stock is fairly standard in terms of goods to buy. There is a poor stock of ethnic goods. There is a facility for detainees to order specific items.

2.8 Summary of Findings

The audit team found following areas of good practice and challenges at Colnbrook IRC:

Good Practice

Race Relations

- The promotion of race relations and faith awareness was of a very high standard.
- There were effective Welfare and Race Relations Teams on-site at all times, which were commended and valued by detainees.
- All staff received annual refresher training in diversity issues.
- The dedicated Welfare and RROLO officers tried to assist detainees facing imminent removal.

Religion and Cultural Affairs

- The Senior Manager in charge of Religious and Cultural Affairs and his Team were proactive and committed to developing harmonious relationships with all detainees.
- Detainees felt confident that they could trust the Religious and Cultural Affairs, and the Welfare Teams.
- Religious and cultural festivals were well observed, with detainee involvement.
- There were regular visits by religious ministers who also conducted services in prayer and multi-faith rooms at weekends.
- Halal cuisine was available alongside standard, vegetarian and vegan meals.

Induction

- Induction packs complaints forms, policy and procedure documents were readily available in 21 languages.
- Diversity was present within the staff force and was representative of the local population.
- The centre was very clean and in good decorative order, contributing towards the general well-being of detainees.
- The electronic scanning and storage of complaints was an innovative idea and unique to Colnbrook IRC.
- Sky TV was available in all rooms.

Challenges

- There was a tendency by officers to treat detainees like prisoners, both by implication and action.
- There was a turbulent atmosphere within the centre, which was aggravated by mixing ex-prisoner and non-prisoner detainees.
- The RRLO's role was compromised by his officer duties which took precedence.

2.9 Recommendations for the Centre Manager

- All investigations of racist incidents and bullying should have a clear audit trail detailing who the investigating officer(s) are, how the investigation is to be conducted, how witnesses are to be interviewed, how transcripts of these conversations are to be recorded and maintained, recommended actions where appropriate and a proper written response to the detainee.
- The role of the RRLO should be properly utilised to include racist complaint investigations.
- Where the matter has been resolved through conflict resolution this should also be properly documented and the complainant's signature sought to indicate that the outcome had been understood and agreed.
- The responsibility for investigating racist complaints or complaints with racist overtones should be very clear.
- Staff should be offered continual annual training.

3 Dover IRC



Dover Immigration Removal Centre, The Citadel, Western Heights, Dover CT17 9DR
Tel: 01304 246510 Fax: 01304 246401

Dover IRC operates under Detention Centre Rules (2001). The centre is situated on the Western Heights overlooking the port of Dover. In 1957, the site became a centre for young offenders until 2002 when it was re-designated for immigration use.

Contractor

Prison Services

Centre Manager

Jim Carmichael

Race Relations Liaison Officer

Mike Underhill

Number held

313 on 27 February 2007

Operational Capacity

316

"Our purpose is to look after you during your stay, to make your stay here comfortable, whilst ensuring good standards of cleanliness, hygiene and discipline. At the same time we will be encouraging you to make the most of your time here, offering a range of educational, leisure and sporting activities."

3.1 Executive Summary

Dover Immigration Removal Centre operates under Detention Centre Rules (2001). The centre is situated on the Western Heights overlooking the port of Dover. In 1957 the site became a centre for young offenders until 2002 when it was re-designated for immigration use. It is run by the Prison Service on behalf of the Border and Immigration Agency. 316 single males can be accommodated at the centre.

The excerpt from Dover IRC's welcome pack, quoted above, set the tone for our visit. We found Dover IRC to be a professionally managed detention centre, within which staff and detainee relationships were very good.

The Centre Manager believes that his main challenge is in giving officers the power and permission to be creative and to think beyond their roles. There was evidence of this management style in the way that staff interacted with detainees.

The audit team found Dover IRC to be a professionally managed detention centre, within which staff and detainee relationships were very good. Staff told the audit team that the centre had undergone change and upheaval, but that this had been well managed. At first there was a great deal of resentment as new competencies that required more social and caring skills were added to roles, but the entrenched prison mindset was gradually changed and the result today is a more productive and happier centre. Dover IRC's Statement of Purpose, (...to provide for the secure but humane accommodation of detained persons in a relaxed regime with as much freedom of movement and association as possible, consistent

with providing a safe and secure environment, and to encourage and assist detained persons to make the most productive use of their time, whilst respecting in particular their dignity and right to individual expression) appears to be embraced by staff as a whole. This positive atmosphere is wholly encouraged by the Centre Manager. He believes that his main challenge is in giving officers the power and permission to be creative and to think beyond their roles. There was evidence of this management style in the way that staff interacted with detainees.

There is a firm commitment to equality and diversity at Dover. The Race Relations Policy and Team are highly visible throughout the centre. The RRLO / Diversity Manager leads by example. The Centre Manager is very much aware of the Mubarek and Lawrence cases and endorses the seriousness with which the Prison Service takes race and diversity issues. In addition, Dover IRC endorses the new 'Decency' agenda's four criteria (decency, purposeful activity, resettlement and relationships) from which the Centre Manager quoted the phrase **'...in terms of decency, if your son or daughter was brought to your establishment, would you be happy?'** As a result, the staff attitude towards detainees and the time taken to engage with detainees, in order to develop trust and rapport is significant as is a quick response to issues of diversity.

Complaints of a racist nature are logged on the computer and given a unique reference number by the RRLO. Race relations is promoted well within the centre, with Respect having over 20 members from this Centre alone. The SMART system was re-designed to include nationality. There is provision and accessibility of activities for disabled detainees. A disabled people's sports club in Dover arranges events and sports for disabled detainees. The pictorial menu is comprehensive and, unusually, also includes ingredients.

The shop stocks ethnic toiletry products and Halal sausages and meats. The British Heart Foundation poster was displayed in several different languages.

Recruitment targeting BMEs resulted in the 2 most recent recruits being from BME backgrounds and from London. The diversity of the staff force, 1 Malaysian, 2 South African, 1 Chinese and 1 Portuguese, is above average when compared to the BME population in Dover.

There are some challenges: Communication between DEPMU and IS was found to be very poor.

The following tables summarise our findings at Dover IRC:

Table 11: Centre of Excellence League Position

League Position 2			
Centre of Excellence League Scoring Dover IRC			
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	94	
1b	Race Relations Policy	100	
1c	Induction	83	
1d	Removal	87	
1e	Access to external agencies	83	
1f	Visits – opportunity/privacy	100	
1g	Mobiles/access to telephone	92	91.28
2	LEADERSHIP STYLE		
2a	Clear/fair communication	92	
2b	Staff/detainee relationships	81	
2c	Staff training -type/frequency	100	91.00
3	FAITH/CULTURE		
3a	Prayer/worship rooms	83	
3b	Access to religious leaders	75	
3c	Religious celebrations	83	
3d	Culture/faith based cuisine	67	
3e	Multi-lingual library/reading	83	
3f	Multi-lingual entertainment	67	76.33
4	HEALTH		
4a	Well-being/emotional state	75	
4b	Access to doctor/nurse	75	
4c	Understanding of treatment	56	
4d	Efficiency of treatment	56	
4e	Additional health services	69	66.20
5	FACILITY		
5a	Cleanliness and decor	81	
5b	Privacy and detainee dignity	87	
5c	Educational activities	94	
5d	Art activities	94	
5e	Sport activities/facilities	94	
5f	Recreation/socialising	87	
5g	Outdoor recreation	94	
5h	Shop – opening times/stock	87	
5i	'Lock-up'/meal times	62	86.67
	TOTAL AVERAGE SCORE		82.30

3.2 Audit Population Profile

**Table 12: DOVER IRC Detainee Population Interviewed
27-28 February 2007**

Nationality	Total %
Afghan	8
Algerian	29
Bengali	4
Dutch	4
Ghanaian	4
Iranian	14
Jamaican	9
Nigerian	4
Pakistani	4
Somali	18
Stateless	4
Turkish	4
Vietnamese	4
Zimbabwe	4
Total Detainees Interviewed	100

Table 13: Dover IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	25
Less than one month	14
1-3 months	25
3-6 months	25
6-12 months	11
12 months +	0

Table 14: Dover IRC Interviewees Per Religion/Belief

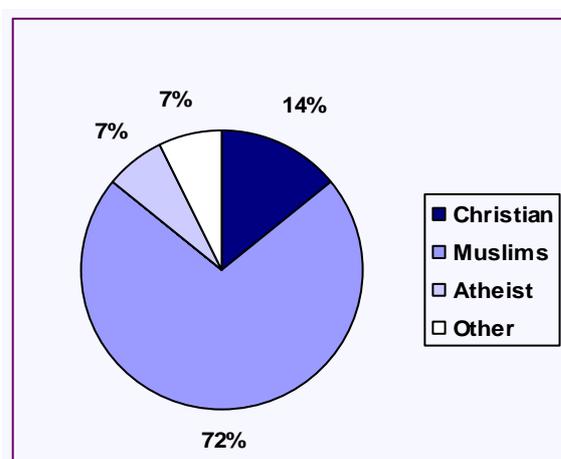


Table 15: Dover IRC Interviewees Per Age Group

Age Group (yrs)	%
16-24	18
25-34	54
35-44	25
45-54	3
55+	0

3.3 Policies and Procedures

Race Relations

The Race Relations Team and the policy itself were highly visible throughout the centre. The policy was displayed on formal notice boards in many languages. Race Relations at Dover IRC was an integral part of the management structure, which endorsed the seriousness with which the Prison Service considers race and diversity. The RRLO / Diversity Manager led by example and his relaxed management style created a 'team spirit' atmosphere within the centre, amongst both staff and detainees.

The RRC meeting is organised by the REDAT at Dover IRC, and 2 IMB members, 2 detainees and all departmental managers attend the meetings. In addition, bi-monthly detainee forums are held, at which 2 detainees are volunteered to attend the REDAT meeting. The detainees were very open and forthcoming at these meetings because of the relationship that existed at Dover IRC between staff and detainees. Non-English speaking detainees were also represented. For example, it was noted at these forum meetings that Chinese groups were not attending educational activities. Ideas about how to encourage Chinese groups in this area were discussed at the meeting and enacted upon. The audit team found that the majority of detainees were proud to be a part of this action team.

At the bi-monthly diversity meeting forums, which were attended by representatives of IMB but not detainees, IMB members shared best practice and information about the internal diversity networks (i.e. HOGS, Gallups and Respect).

There were also quarterly Centre Manager's meetings taking place, with plans to hold group meetings at lower levels.

Complaints Procedure

The procedure for reporting a racist incident at Dover IRC was governed by the rules of HM Prison and followed that format.

The RRLO was committed to providing the best possible service by ensuring that each complaint was thoroughly investigated and duly recorded. The decision to issue acknowledgement letters rather than the tear off-strip on the RIRF was effective, as was the Racist Incident Feedback Form, which required complainants to indicate their level of satisfaction with the outcome of an investigation.

Once the matter has been investigated and agreed with the Centre Manager, a letter was sent to the complainant advising him of the outcome.

If the Centre Manager was unsatisfied with the outcome of an investigation, a further investigation was conducted. If the matter was of a very serious nature, the Centre Manager passed the case on to the BIA for investigation. In this instance, the RRLO's involvement was immediately terminated in order to allow a full investigation by the Border and Immigration Agency. The complaints procedure and process at Dover IRC were the most effective across the detention estate. Unlike at other centres, each complaint at Dover IRC had a full set of documentation including transcripts of investigation interviews.

The complaints forms were freely available and clearly visible throughout the centre and were placed near the complaints boxes. There were boxes in all accommodation units, plus the visitors centre, the library, the health centre and the chapel. The RIRF and the DCF9 (Amended) form were both in use at the centre. The DCF9 form is available in 20 languages.

Visits and Correspondence

All detainees were allowed one visit a day with up to 3 adults and 1 child under 5 years. Depending on space availability, the length of these visits was not restricted so long as they were held during visiting times. Property could be handed over during visits, but packages were opened in front of recipients at reception.

Use of Telephones

Numerous telephones for incoming and outgoing calls were made available throughout the Centre. Pagers were issued to detainees in order to ensure prompt notification of incoming calls. In addition, mobile phones were issued to detainees and top-up machines were located around the centre.

Self Audits and Risk Assessment

Ethnic monitoring systems were in place and reviewed regularly.

Induction Process

Detainees were treated well at reception and spoken to as individuals and not '*peas to be processed*' as a PSO at reception stated. The extent of this kind of attitude amongst staff set Dover IRC apart from other centres.

Showers and snacks were available in reception, before detainees were taken to a separate induction wing. The purpose of this wing was to integrate new arrivals into life at Dover IRC. The wing had excellent facilities and its own dining area. Staff were friendly, and created a relaxed atmosphere.

Other detainees were used to interpret for new arrivals. This practice had advantages and disadvantages. For example, whilst it eased induction for the new arrival, who immediately made a 'friend' in the centre, it also led to instances of selective interpretation.

Staff at Dover IRC went beyond their normal call of duty to assist detainees. For example, there was an incident at the centre, when there was a large Chinese detainee population of about 40 individuals, none of whom could speak English. The Centre Manager at the time arranged for an external visitor to visit the detainees once a week to befriend them and assist them with any issues they needed to communicate to staff.

The new Manager was also found to be as innovative in his approach. He had, for instance, spent a night in reception to see what it is like for detainees that came into the centre throughout the night. The provision of snacks and showers at reception could well have arisen from this beneficial experience.

Removal from The Centre

As per reception into the centre, removal from the centre was dealt with efficiently and in a very friendly manner. The G4S teams at Dover IRC were approachable and friendly.

3.4 Leadership Style

The organizational culture at Dover IRC was one of openness, friendliness and relaxed discipline. This management style suited staff and detainees very well. Communication between detainees and staff was conducted in a spirit of mutual respect, which empowered detainees and led to co-operation and good race relations.

Staff Training

There was good basic training for all staff on race and diversity. All IMB members offering support services at Dover IRC were expected to attend a diversity training course. The diversity course was written by the RRLO, and encompasses race issues with the other five strands of diversity, namely disability, gender, sexual orientation, age, religion and faith.

The Diversity Manager / RRLO also kept a detailed set of records on who had received training and when refresher training was due.

3.5 Faith and Culture

The Department of Religious Affairs had a holistic vision and approach to the welfare of all detainees at the centre. There was good management of multi-faith religious affairs, with faith ministers available at the centre. Appropriate members of the Faith Team made contact with detainees as soon as possible after arrival. The faith ministers were multi-faith, multi-lingual and multi-cultural. They spoke several languages, including French, Arabic, Hindi, Gujarat, Tamil and Telegu fluently.

3.6 Health

General well-being at the centre was good and detainees were happy with the medical treatment they received. The facilities were equally accessible to all.

3.7 Facilities

The Centre consisted of five living units, Deal, Sandwich, Romney, Rye and Hastings and one small separation unit named Hythe. Much of the accommodation comprises six bed dormitories although there are also single and double rooms. Single and double rooms were awarded equally to all detainees, without discrimination or favouritism.

A range of recreational activities was provided in the association areas on each of the units. Lock-up periods were kept to a minimum. Most units had quiet prayer rooms.

Activities and Facilities

It was the Chinese New Year on the day of the audit, and this was being celebrated with a meal and activities.

Eid is another festival that was celebrated. In winter, the educational staff write a 'slap stick' pantomime to be performed by staff and detainees together.

Music for Change and *African Music with a Twist* visited the centre and provided music workshops for detainees. There was also a calendar competition each year, when a prize was awarded to the best calendar created by a detainee.

Most of the activities were led by detainee interest, so long as there was no risk to security. For example, detainees raised money for the Tsunami appeal by creating and selling artwork in Dover town centre.

The Multi-faith Team created annual calendars with a brief description of each religious and cultural festival, in order to help educate staff and detainees, as well as to encourage participation from across the departments.

Skills Based Activities

Woodwork classes were popular and many of the items made, such as CD racks, picture frames etc. were exhibited and sold in order to raise funds for detainees' chosen charities.

Educational Activities

The Education department had become a refuge for detainees, who could raise issues here and receive assistance with necessary form filling if they did not read or speak English.

The educational department provided classes that included certificates in English, IT, art and other short courses such as food hygiene and First Aid. Take-up of classes was monitored per ethnic group and nationality, in order to ensure that all detainees were treated fairly.

Monitoring records were used to analyse any gaps or shortfalls, in conjunction with the 'Smile' survey, which detainees completed, to see how happy they were with activities, facilities and staff. The 'Smile' survey consisted of very simple questions and detainees were asked to tick the face which best described their feelings (happy, sad etc).

Certificates were given out each month as a means of encouragement. Some of the certificates awarded were, the 'student of the month' award, typing and IT certificates, Pitman's, ESOL and Woodwork certificates.

Sports and Health Activities

The sports facilities were good; a well equipped and large gym, a sports hall and an Astro Turf. Excellent sports activities were organized. There was a good variety of activities ranging from circuit training and running club, 5 a side football, cricket and team sports to competitions and short courses. There were enough activities to keep detainees active and all groups of detainees participated fully.

Many of the sports activities involved staff and detainees and were used by the latter as opportunities for maintaining rapport and good relations. Staff had a running club each morning, and invited detainees to join them in jogging around the grounds. Regular football matches and mini 'Olympic' games were organized with house teams playing against each



other. Staff played volleyball with detainees during their lunchtime periods. It was commendable to see personal time being spent with detainees.

Library and Cultural Activities

The library was well stocked with useful information, and decorated with multi-cultural posters and artefacts. It was open all day apart from during lunchtime roll count and served as a drop-in facility for detainees, who could read daily newspapers, use reference books, read religious books in different languages, see the detention centre rules and borrow fiction and non-fiction books in over 30 different languages.

Last Christmas, elderly people were invited to the centre to join in the carol service and celebrations. This was a regular annual activity. An IMB member observed, '***We normally serve mince pies. Last Christmas we served spiced chicken legs. People asked why we served Muslim food at a carol service. It's good to invite external groups into the centre, not only to challenge perceptions that they may have of the centre, but also to educate them about cultures and religions.***'

Participation in all activities was monitored not just by ethnicity but also by nationality. The results were acted upon and recorded.

Paid Activities

The weekly allowance of £5 per detainee could be increased by helping out with tasks such as interpreting, assisting with the collection of bedding, poster writing etc.

Catering and Shop

The shop had a 'mini bank' next to it, where detainees could take out money or check the balance on their accounts.

The shop was well stocked with religious items and ethnic brands. Staff encouraged detainees to order similar items so that these products could be bought in bulk and therefore stocked more cost effectively.

There were no dining hall facilities at Dover IRC. Meals were taken to the wings and eaten in rooms. The food was pleasant with a good variety of dishes from around the world. The menu system was excellent and was well explained in picture form with symbols and keys. The planning of meals took into consideration not just religious and vegetarian needs, but also allergies and special dietary requirements.

3.8 Summary of Findings

Good Practice

- Dover IRC's Statement of Purpose, (...to provide for the secure but humane accommodation of detained persons in a relaxed regime with as much freedom of movement and association as possible, consistent with providing a safe and secure environment, and to encourage and assist detained persons to make the most productive use of their time, whilst respecting in particular their dignity and right to individual expression) appeared to be embraced by all staff.
- Welfare Officers were very friendly and welcoming, and this was the perception of many detainees.



- Staff attitude to detainee wellbeing was very positive. They saw it as part of their role to ensure that detainees were well treated.
- Staff took the time to engage with all detainees, in order to develop trust and rapport.
- Complaints of a racist nature were logged on the computer and given a unique reference number by the RRLO.
- Staff were quick to respond to diversity issues. Culturally insensitive alcohol wipes are no longer used to clean food temperature probes, when the possible offence to non-alcohol imbibing Muslims was pointed out.
- The promotion of race relations within the centre was excellent, with Respect having over 20 members from this centre alone.
- The SMART system was re-designed to include nationality.
- There was provision and accessibility of activities for disabled detainees. A disabled people's sports club in Dover was used to arrange events and sports for disabled detainees.
- The pictorial menu was comprehensive and also included ingredients.
- The shop stocked ethnic toiletry products and Halal sausages and meats.
- The British Heart Foundation poster was displayed in several different languages.
- Recruitment targeting BMEs resulted in the 2 most recent employees both being from BME backgrounds and London. The diversity of the staff force is above the average Dover population - 1 Malaysian, 2 South African, 1 Chinese and 1 Portuguese.

Challenges

- Communication between DEPMU and IS was very poor.
- Change management was difficult at first. Some officers experienced difficulty with changing from a harsher prison mentality, to the new caring ethos, but change was managed efficiently and staff were found to be confident in their roles.
- According to the Centre Manager, the greatest challenge was not to become complacent.

3.9 Recommendations for the Centre Manager

Good Practice

- Share good practice with other centres.
- Ensure continuity of good practice and management.



Monitoring and Reporting

- Monitor the ethnicity and nationality break down of detainees who self-harm and analyse recurring patterns on a quarterly basis to ensure that these incidents are not related to racial discrimination.

Systems

- The medical centre to prioritise IT connection, which would also be useful for monitoring purposes.

4 Dungavel House IRC



Dungavel House Immigration Removal Centre, Strathaven,
South Lanarkshire
Tel: 01698 395000 Fax: 01698 395067

Dungavel House Immigration Removal Centre is run under Detention Centre Rules (2001). The centre was built as a shooting lodge, formally used as a prison and is situated on the B743 between Muirkirk and Strathaven.

Contractor
G4S

Centre Manager
Ken Paul

Race Relations Liaison Officer
Mahmut Calisir

Number held
152 on 5 March 2007

Operational Capacity
190

"The centre had a very tranquil feel and most of the detainees seemed comfortable in their surroundings. The approach by staff was very low-key, and whether by accident or design, it was a style very suited to the Dungavel environment."

4.1 Executive Summary

Dungavel House IRC is probably the most remote centre within the estate. Situated in Strathaven, Scotland, the centre lies within spacious grounds that include a 5-a side football pitch, and climbing apparatus for visiting children.

The BME population of the local area is very low and this is reflected in the staff profile although it is not considered a disadvantage, because staff work harder at engaging with detainees, in order to make up for the lack of BME representation. This tactic clearly works as there appeared to be a very healthy relationship between detainees and staff, built on mutual respect at the time of audit.

Practical information for detainees is displayed on good notice boards throughout the centre.

The chapel is used by all religious denominations although there is separate room provision for Hindus and Muslims. This arrangement works very well and access to religious leaders is arranged through the Religious Affairs Manager.

The Race Relations Policy Statement is available in 16 languages, including English and displayed around the centre. Race Relations Committee meetings are held on a bi-monthly basis and chaired by the Religious Affairs Manager. A Cultural Awareness Training pack was designed by the Religious Affairs Manager and has become a valuable resource tool. Detainees are invited to attend these meetings and at the last meeting in January 2007, 42 detainees attended.



The process for investigating complaints of a racist nature is perhaps the biggest cause for concern as it contradicts the procedure established in paragraph 4.2.2 of the Detention Service Order 09/2006, which states that 'contractors must ensure that complaint forms and envelopes are freely available to detainees and located near to where the box for the receipt of complaint forms is situated'. A key aspect of this rule is to offer as much protection to the detainee as possible, particularly where the complaint is against a staff member. At Dungavel, the detainee is required to approach a member of staff, usually the Education Clerk, to obtain a complaints form. This action could intimidate detainees and possibly prevent the lodging of complaints. Immediate steps should be taken to rectify this situation, including if at all possible, the repositioning of the complaints box to a less obvious location.

The following tables illustrate our findings at Dungavel House IRC:

Table 16: Centre of Excellence League Position

League Position 3			
Centre of Excellence League Scoring		Dungavel House IRC	
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	37	
1b	Race Relations Policy	75	
1c	Induction	50	
1d	Removal	50	
1e	Access to external agencies	37	
1f	Visits – opportunity/privacy	50	
1g	Mobiles/access to telephone	87	55.14
2	LEADERSHIP STYLE		
2a	Clear/fair communication	100	
2b	Staff/detainee relationships	62	
2c	Staff training -type/frequency	75	79.00
3	FAITH/CULTURE		
3a	Prayer/worship rooms	100	
3b	Access to religious leaders	87	
3c	Religious celebrations	87	
3d	Culture/faith based cuisine	75	
3e	Multi-lingual library/reading	87	
3f	Multi-lingual entertainment	75	85.17
4	HEALTH		
4a	Well-being/emotional state	62	
4b	Access to doctor/nurse	50	
4c	Understanding of treatment	50	
4d	Efficiency of treatment	50	
4e	Additional health services	50	52.40
5	FACILITY		
5a	Cleanliness and decor	87	
5b	Privacy and detainee dignity	87	
5c	Educational activities	75	
5d	Art activities	87	
5e	Sport activities/facilities	87	
5f	Recreation/socialising	75	
5g	Outdoor recreation	75	
5h	Shop – opening times/stock	50	
5i	'Lock-up'/meal times	50	74.77
TOTAL AVERAGE SCORE			69.30

4.2 Audit Population Profile

**Table 17: Dungavel House IRC Detainee Population Interviewed
5-6 March 2007**

Nationality	Total %
Algerian	15
Burundian	5
Cameroonian	12
Congolese	5
Eritrean	5
Ghanaian	5
Iraqi	5
Jamaican	12
Nigerian	16
Pakistani	5
Somali	5
Sudanese	5
Turkish	5
Total Detainees Interviewed	100

Table 18: Dungavel House IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	5
Less than one month	20
1-3 months	40
3-6 months	25
6-12 months	10
12 months +	0

Table 19: Dungavel House IRC Interviewees Per Religion/Belief

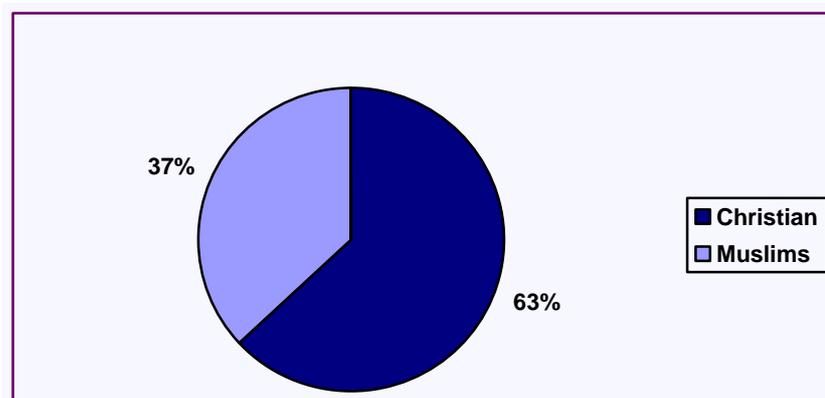


Table 20: Dungavel House IRC Interviewees Per Age Group

Age Group (yrs)	%
16-24	16
25-34	74
35-44	10
45-54	0
55+	0

4.3 Policies and Procedures

Race Relations Policy

The Race Relations Policy Statement was available in 16 languages, including English, and was prominently displayed around the centre.

Race Relations Committee meetings were being held on a bi-monthly basis, and chaired by the Religious Affairs Manager. Detainees were invited to attend; 42 had attended the last meeting in January 2007.

Complaints Procedure

Systems were in place for the reporting and following up of racial incidents and the provision of monthly operational statistics. Other complaints were also monitored.

Complaints forms were obtained from the Education Clerk, who was also responsible for emptying the complaints boxes, and distributing the complaints to the managers of relevant departments.

Complaints of a racist nature are passed to the Religious Affairs Manager. If the complaint was considered not to be serious, it was passed on to the RRLO to investigate and reported back to the Religious Affairs Manager.

Investigations were considered 'closed,' once they had been signed off by the Centre Manager. If further investigation was required, full responsibility was delegated to the Religious Affairs Manager.

Arrival in Detention

All new arrivals were given an induction pack in a language of their choice, and if this was not available, the services of staff who are able to interpret, or Language Line were used to explain the English version.

Language and Interpreting Services

There were 3 linguists amongst the staff at Dungavel House IRC. If these were unavailable, Language Line or other detainees are employed.

The visitors centre was very welcoming, clean, light, and airy with comfortable seating. A play area for small children had been incorporated.

4.4 Leadership Style

The atmosphere created by staff at Dungavel House IRC was pleasant and relaxing. Detainee complaints about staff were minimal.

Staff Training

Race Relations training was being delivered by the Race Relations Manager and the RRLO. Staff who were enrolled on the current refresher training were all DCOs, all managers, trained staff, housekeepers, shop assistants, catering staff, education staff, counsellors, hairdressers, and healthcare staff. Training records were kept and updated to reflect the need for refresher training.

4.5 Faith and Culture

The chapel, with adjacent prayer rooms for Hindus and Muslims, served as a multi-faith worship centre. This provision for worship in a setting that evoked religious sentiment for all service users was appreciated by detainees.

A Religious Affairs Manager, whose responsibilities also included the management of the Race Relations Team and chairing of the Race Relations meetings had been appointed at Dungavel House IRC. He considered his role to be a pivotal one, as it required an ability to work with both staff and detainees, without appearing to favour either side.

A Cultural Awareness Training pack had been designed by the Religious Affairs Manager and was proving a valuable resource tool.

Diversity of Religion

Religious diversity was efficiently managed. The Welfare and Religious brochure provided contacts for the Anglican, Baptist, Catholic, Pentecostal and Greek Orthodox Churches as well as representatives for the Buddhist, Sikh, Muslim, Hindu and Jewish faiths.

4.6 Health

General Wellbeing

The greater majority of detainees seemed quite happy and relaxed despite the remoteness of the centre and the impact that distance had on visits from family and friends.

Detainee Relationships

Detainee relationships with staff appeared to be generally quite good. There were some negative remarks about certain DCOs, but the general impression was one of understanding and respect between detainees and staff.

Detainee relationships were also very good, with most detainees stating that they socialized with anyone regardless of cultural background or sexual orientation. However, in spite of these affirmations, two Jamaican detainees were being held in an isolation unit at the time of audit, due to a violent fight regarding the sexuality of another detainee.

Healthcare Team

There was a dedicated team at Dungavel House IRC, which was one of the centres where fewer complaints about medical treatment were heard from detainees. The majority of

detainees were happy with the treatment they received and had no real difficulty in understanding what was being said, although Language Line was rarely used.

4.7 Facilities

Detainee rooms were very clean and in good decorative order. Single rooms were in high demand, and were awarded to well behaved detainees regardless of race, nationality or religion. The rooms are of a similar standard, although some are larger than others.

Activities and Facilities

There was a good variety of activities within resourced facilities.

Skills Based Activities

These were ESOL English and IT classes including internal certification.

Educational Activities

Detainees were greatly involved in the arts and crafts activities. Karaoke and bingo evenings were also organized.

Sports and Health Activities

There was a very well equipped gym, which was always in use.

Outdoor Recreation

External recreation activities include a 5-a side football pitch, space for joggers and climbing apparatus for children visiting the centre.

Library and Cultural Activities

The library was reasonably stocked and provided a range of reading materials in many languages.

Paid Activities

Ten paid jobs were created at Dungavel House IRC. These were mostly cleaning jobs and allocation was on a 'first come, first served' basis.

Catering and Shop

There was provision for Halal food alongside standard and vegetarian cuisine. A cultural kitchen had been established, where detainees were encouraged to cook national dishes. Ingredients were especially ordered to accommodate the different dishes.

4.8 Summary of Findings

Good Practice

- Cultural kitchen. This encouraged detainees to prepare their own meals and share them with fellow detainees.
- Arts and crafts activities were meaningful, for example, bicycle repair was part of these activities. A company benefactor provided off-cuts and end-rolls of materials, free of charge, to the centre.
- Foreign newspapers were downloaded from the internet on a daily basis or as requested.

- Attempts were being made to ensure essential internet access for detainees, such as e-mail contact with solicitors.
- There was a pro-active integration of detainees in the dormitories.

Challenges

- There was low BME representation within the staff profile.
- The RRLO's role was only a part-time position.
- The complaints procedure did not fully ensure detainee confidentiality, with most detainees believing that lodging a complaint would only result in transfer to another centre with fewer amenities.
- A tannoy system was used to deliver messages to detainees, but they found this quite intrusive.
- There was no access to the secure unit for religious ministers to offer pastoral duties for detainees that were being held in that unit.
- The remoteness of the centre made it difficult for regular visits from friends and relatives of detainees.
- There was a perception amongst some detainees that they were being denied access to the cultural kitchen as a result of bias or the racist attitude of some staff.

4.9 Recommendations for the Centre Manager

General

- Consider the use of the tannoy system and whether a different method of communication could be used.
- Grant access to the secure unit for religious ministers to see how detainees in this unit are faring.

Monitoring and Self Audits

- Nationalities should be monitored for over- or under-representation in take up of activities
- Records of ethnic monitoring of staff recruitment, training, retention and progression within the organization should be maintained, with a recruitment drive aimed at BMEs.
- Staff training should be monitored and refreshed regularly.

Complaints

- Ensure anonymity of complaints by placing forms beside complaints boxes rather than detainees having to approach members of staff for forms.

- Make the acknowledgement of a complaint the responsibility of the RRLO or Religious Affairs Manager.

RRLO Role

- Create a full-time post for the RRLO involving monitoring and self-audit work.

5 Harmondsworth IRC



Harmondsworth Immigration Removal Centre, Colnbrook by
Pass, Harmondsworth West Drayton UB7 0HB
Tel: 020 8283 3850 Fax: 020 8750 5231

Harmondsworth is in a prime location adjacent to Heathrow Airport and is close to the latest immigration removal centre, Colnbrook. The centre is run under Detention Centre Rules (2001).

Contractor
Kaylx

Centre Manager
Jim Gomersall

Race Relations Liaison Officer
Paul Patel

Number held
48 on 19 February 2007

Operational Capacity
501

"The chaplaincy team were very good at Harmondsworth, working with detainees as individuals, providing them with a link to the outside world through small things like bringing in food from the local Gudwara."

5.1 Executive Summary

The riot in November 2006 caused great damage to the centre, and as a result, at the time of the race audit, Harmondsworth only held approximately 60 detainees. The centre was also only running with just one wing and so not to the normal standards or capacity; this should be taken into consideration when reading the results of this audit as, undoubtedly, the unusual circumstances at Harmondsworth IRC at the time of audit had an impact on the running of the centre. However, over and above the upheaval, the audit highlighted two main issues of concern at Harmondsworth, the detainee to staff relationships and tensions at SMT level.

Harmondsworth was the largest immigration removal centre with almost 2,000 people each month going through its reception area, twenty-four hours a day. Over recent years the two major disturbances and a suicide had taken place at the centre.

The centre was found to be under-performing against any of the Race Relations standards that were set. Mixed messages from the SMT undermined the efficient management of the centre. Staff spoke of 2 divided mind-sets at SMT level. Only 2 managers were felt to represent principles of good practice in the way that they treated detainees with dignity and respect, whereas the rest of the managers treated detainees with disdain. It is this culture that causes the centre problems in terms of relationships between custody officers and detainees. There is a 'taunting' of detainees by some custody officers and a distinct lack of flexibility in treating detainees as individuals.

The detainees that were interviewed all reported either personally experiencing or witnessing harassment and intimidation perpetrated by staff. Banter and taunting of detainees was not

seen as discriminatory behaviour or harassment, but as part of the natural relationship between a detainee and custody officer. This demonstrated a distinct lack of understanding and concern for the detainee's situation.

The complaints procedure was distrusted by detainees and staff alike. The investigation process lacked professionalism and where serious allegations of racist incidents had been made several times, the repeated patterns were still missed.

There were some innovative ideas being produced because of the dedication and commitment of some staff at Harmondsworth. A new touch screen computer terminal was being designed to assist with comprehensive inductions and also to provide detainees with answers to any questions that they may have about the centre.

Harmondsworth IRC scored the lowest out of all the centres in the detention estate. This should not reflect badly on the good work that some staff members are trying to do and the obvious passion that they have for the job.

The tables below illustrate audit findings at Harmondsworth IRC:

Table 21: Centre of Excellence League Position

League Position 10			
Centre of Excellence League Scoring		Harmondsworth IRC	
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	50	
1b	Race Relations Policy	50	
1c	Induction	75	
1d	Removal	75	
1e	Access to external agencies	50	
1f	Visits – opportunity/privacy	50	
1g	Mobiles/access to telephone	50	57.14
2	LEADERSHIP STYLE		
2a	Clear/fair communication	25	
2b	Staff/detainee relationships	37	
2c	Staff training -type/frequency	25	29.00
3	FAITH/CULTURE		
3a	Prayer/worship rooms	75	
3b	Access to religious leaders	75	
3c	Religious celebrations	75	
3d	Culture/faith based cuisine	75	
3e	Multi-lingual library/reading	75	
3f	Multi-lingual entertainment	75	75.00
4	HEALTH		
4a	Well-being/emotional state	37	
4b	Access to doctor/nurse	62	
4c	Understanding of treatment	37	
4d	Efficiency of treatment	37	
4e	Additional health services	50	44.60
5	FACILITY		
5a	Cleanliness and decor	50	
5b	Privacy and detainee dignity	50	
5c	Educational activities	50	
5d	Art activities	50	
5e	Sport activities/facilities	50	
5f	Recreation/socialising	50	
5g	Outdoor recreation	50	
5h	Shop – opening times/stock	50	
5i	'Lock-up'/meal times	62	51.33
	TOTAL AVERAGE SCORE		51.41

5.2 Audit Population Profile

**Table 22: Harmondsworth IRC Detainee Population Interviewed
19-20 February 2007**

Nationality	Total %
Afghan	12
Don't Know	12
Indian	25
Jamaican	13
Malawian	12
Nigerian	13
Pakistani	13
Total Detainees Interviewed	100

Table 23: Harmondsworth IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	0
Less than one month	38
1-3 months	0
3-6 months	50
6-12 months	0
12 months +	12

Table 24: Harmondsworth IRC Interviewees Per Religion/Belief

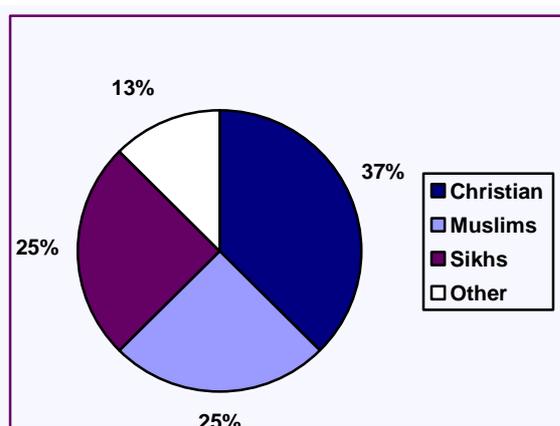


Table 25: Harmondsworth IRC Interviewees Per Age Group

Age Group (yrs)	%
16-24	25
25-34	63
35-44	12
45-54	0
55+	0

5.3 Policies and Procedures

Race Relations

The contractor managing Harmondsworth IRC, Kaylx, was very keen to recruit a multi-cultural staff force and had set the target of 42% of staff being from BME backgrounds. The location of the centre, London, facilitated this recruitment drive, but Kaylx also actively recruited by being visible in local communities. They visited temples and community groups, gave talks and attended job fairs with multi-cultural teams who could talk and engage with the target audience in different languages. External partnerships with faith and cultural groups had been on-going for some time and were not temporary liaisons for ad hoc events and festivals.

The recruitment drive was a very positive step, but audit findings highlighted a need to integrate race relations into operational functions of the centre.

Staff morale was very low, with a significant number of reported 'staff on staff' complaints. A number of the SMT did not appear to have the trust of their staff. In order for race relations to have any prominence in the centre, there needs to be some team building for senior staff to explore common goals and desired outcomes.

The Race Relations Committee at Harmondsworth IRC was called the 'Culture and Race Committee' (CRC). Monthly meetings were held in order to discuss issues of race, culture and faith. However, it was an intimidating environment in which to raise any contentious issues. The CRC team had little authority to engender change within the centre, and were therefore considered as management rhetoric by detainees and some members of staff.

Complaints Procedure

The complaints form was available in 21 languages. Complaints were investigated by the Cultural and Religious Affairs Liaison Officer (CRALO), who maintained records and logged incidents in a manual system. Feedback was given to the line managers to give back to detainees or staff members.

Detainees had no confidence in the complaints procedure; they felt that they would be bullied by officers if they complained. They saw formal complaints as a means of **'giving officers an excuse to bully!'** The problem was compounded by the fact that complaints boxes, including IMB boxes, were all within sight of patrolling officers.

The complaints process was that within three days, of posting a complaint, the complainant would receive an acknowledgement from the relevant manager. However, there was no evidence of a formal investigation methodology. It was seen as sufficient to just question the facts with the individuals involved. Often it was the officer's word against the detainee's and the outcome recorded was the perception of the officer.

A racist complaint was not determined by the detainee or the staff member ticking the racist box, but by the CRALO and Complaints Clerk's interpretation of events. There were common names which appeared regularly in the complaints log. However, there was no investigative audit trailing, leading to action.

Self Audits and Risk Assessment

There was no evidence of any self-audits or risk assessments being carried out.

Arrival in Detention

A new induction process involving touch screen communication was about to be introduced. The new system would incorporate a detainee 'buddy system'. The current induction process involved a video/DVD, which was shown in reception and was very visual, with little language content. The video showed new arrivals what to expect in the centre, the stages of induction and the activities on offer.

Detainees arriving very late in the evening or in the early morning hours were given a 'fast food' meal in reception to sustain them until kitchen staff were back on duty and normal meals were served. For those wishing to have Halal or Kosher meals, the provision in reception did create a first impression of "**junk food or pot noodles**" served as normal meals.

Language and Interpreting Services

Language was a barrier and caused real concern for some detainees, who felt that they were being passed on from one officer to another. This was not the case at reception, even though Language Line was not used.

Detainee Relationships

When a non-English speaking detainee asked his Tamil companion if we were dealing with immigration issues and we said we were not, an officer turned to him with a "ha ha!" in his face. This banter was intended as a means to bonding, but was clearly found offensive by the detainees.

The taunting of detainees by some officers seemed like a regular occurrence and went unchallenged. Some officers saw it as harmless banter or bonding, whereas others wanted to see how far they could push detainees before a reaction was elicited. This demonstrated that the main issues were ones of lack of cultural awareness and a possible lack of concern for those in their charge.

5.4 Leadership Style

The 'dual management style' at SMT level caused problems for subordinates and detainees. As expressed by one of the Faith Team, ***There are two staff cliques – good officers and bad officers. The bad officers will taunt the good officers to make them change. There is passive aggressive behaviour from all managers.***

Staff Training and Related Record Keeping

Cultural and religious training for staff was being designed and delivered by the CARLO as part of the staff induction course. One session which was refreshed annually was given each month. HR kept a log of who had been trained and when.

5.5 Faith and Culture

A programme of services, prayer sessions and celebrations was available, catering for Christian, Muslim, Hindu and Sikh detainees. The faith team was excellent, but did not agree with some of the SMT with regards to the treatment of detainees. There was a vast difference in how detainees were treated.

Both staff and detainees reported incidents of detainees being taunted by some officers. There was no reason to disbelieve these reports, as an auditor overheard a senior officer saying to the CRALO, who is of Asian descent, *'talk proper I can't understand you.'*

There were only 60 detainees at the time of the audit and they pulled together and worked with the Faith Leader and ministers who were considered to be *'very very good.'* The Sikh minister purchased a meal from the local Gudwara once a week and shared this with detainees in the Mosque. Some education staff also joined in. This summed up the difference in attitude between these two departments (faith and education) when compared to other departments at the centre.

5.6 Health

The health care centre at Harmondsworth IRC offered the best facilities within the detention estate and was well resourced. A large medical team was available for consultation four times per day, but unfortunately detainees did not express confidence in this team, alleging that sometimes their ailments went untreated due to the medical staff's lack of belief.

5.7 Facilities

Accommodation

Basic facilities were being provided following the riot in November 2006, with the healthcare and faith sections of the centre also being used for sleeping accommodation.

Activities and Facilities

The Chinese New Year (the Year of the Golden Pig) was being celebrated during the audit. China Week posters were seen at 3 internal locations and one in the staff area. The CRALO's speech, giving a very informal talk about the Chinese New Year was very well received. The absence of white staff or Kaylx officers was noticeable.

Music was available when external religious groups come in. A guitar workshop was advertised, but detainees were unaware of classes.

Educational and Art Activities

When English, IT, arts classes and games are presented, there is noticeably nothing culturally specific about any of them.

Other activities were limited by the recent fire; a small room was being used as a library as the last one had been extensively damaged. The sports facilities, (i.e. gym, sports hall, pool tables) were still being used. There were no outdoor activities due to security restrictions.

Paid Activities

A feasibility study had been carried out, researching the possibility of providing detainees with work opportunities. A report has been submitted to the Border and Immigration Agency, who are yet to respond. The SMT feel that paid activities would provide detainees with resources to purchase phone cards and also provide a sense of purpose.

Privileges

Enhanced privileges, which are offered to detainees who comply with centre rules include provision of:

- A television with video/DVD playback in the room (1 per bedroom)
- A telephone handset to accept in-coming calls in the bedroom (1 per bedroom)
- A free overnight hire of a video/DVD film from the centre library (1 per week)
- Access to the fitness suite and sports facilities in line with movement policy
- A full allowance of £6.00 per week
- Access to weekly cinema showings
- Full access to all centre facilities and amenities in line with movement policy

Although these were seen as additional privileges at Harmondsworth IRC, they were available as the norm at other centres. The privilege system was fair, non-discriminatory and not biased towards any groups of detainees.

Catering and Shop

The shop stocked daily newspapers, tobacco, cigarettes, confectionary and other snacks, stamps and stationery and currency exchange, but no culturally specific items.

The profits from the shop were reinvested into the centre budget. Detainees were able to determine how this was spent.

Catering was available for vegetarian, vegan, Muslim, Kosher and Halal meals. Caterers were also used to supplying specific dishes for Ramadan and Passover.

5.8 Summary of Findings

Good Practice

- The contractor, Kaylx, is keen to recruit a multi-cultural staff force, reflective of the local community
- There are on-going external partnerships with faith and cultural groups and are not only for the purpose of holding religious and cultural festivals.
- An innovative induction process involving a touch screen communication and a detainee 'buddy system' is about to be introduced
- There is a very committed Faith Team, whose services are valued by detainees from all faiths.

Challenges

- Staff morale is low, with a significant number of reported 'staff on staff' complaints.
- There is a need to integrate race relations into day to day operational functions.

- Detainees have no confidence in the complaints procedure and feel that they would be bullied by officers if they were known to have formally complained.
- The regular taunting of detainees by some officers goes unchallenged.

5.9 Recommendations for the Centre Manager

Prominence of Race Relations

- Ensure that all members of the SMT are in line with The Border and Immigration Agency's ethos on how to treat detainees in detention.
- Ensure that UKIS' Race Relations Policy Statement is displayed prominently in key areas of the detention centre.
- Notices should be displayed in prominent positions in the visitors' centre, in each wing or unit, in reception, in the healthcare centre, the administration building, the multi-faith department, the educational department, and in any other prominent area.
- Notices should be highly visible and professionally created, using official notice boards, colour and pictures.
- Within 24 hours of their arrival in the establishment, detainees should be provided with clear information on UKIS' Race Relations Policy and what this means, in a language and format appropriate to their needs.
- Language Line should be used when the appropriate language is not available.
- The Race and Cultural Affairs Team is chaired by the Centre Manager and Deputy Centre Manager in his absence.
- The Race and Cultural Affairs Team should meet monthly to discuss a set agenda, comprising of the functions outlined in this standard.
- The Race and Cultural Affairs Team should comprise of representatives of all the key functional areas of the establishment, including the Religious Affairs Manager, the Catering Manager, the Education Manager, the Sports/Gym Manager, an IMB member, and detainee representatives.
- The centre should appoint a full time RRLO or CRALO who has a job description that fully incorporates all aspects of the centre with regards to race including both the staff and detainees.
- The Race and Cultural Affairs Team consults, develops and maintains a network of outside organisations that will support the establishment in cultural diversity and awareness. An up-to-date list of contacts is maintained by the RRLO/CRALO.
- External cultural and faith organisations are invited into the centre to entertain and educate the detainees and staff at appointed times throughout the year. These can be to support cultural / religious festivals or as part of a mutually beneficial partnership with a group.
- The Race and Cultural Affairs Team consults with detainees through bi-monthly detainee forums, and invites one or two detainee representatives to the monthly Race and Cultural Affairs Team meetings.
- A member of the IMB is invited to attend every RRC meeting and they do.
- Minuted meetings and terms of reference are kept in the RRLO's office. Complaints and incidents are discussed as a regular agenda item.

Staff Training & Education

- Work should be undertaken with an external agency to devise race & cultural awareness training to assist in changing how staff relate to detainees.
- Create a coaching / mentoring package so that the members of staff that demonstrate an appropriate way of dealing with detainees can educate the other members of staff.



- Thereafter the RRLO / CRALO should be responsible for developing a full training package on race and culture, which should include cross cultural communication, and deliver this training and refresher training to all the centre staff and the organisations / agencies working within the centre.
- The RRLO / CRALO should maintain a log of who has received this training and when, to ensure that everyone is trained regularly, at least once a year.
- The RRLO / CRALO should look to utilise external and internal support when creating these training packages and up-date the package annually so that no member of staff undergoes training with the identical package each year. New legislation, awareness or challenges must be incorporated each year.

CRALO / RRLO Role

- A dedicated diversity & race team, whose role expands across all aspects of the running of the centre should be appointed.
- Ensure that the RRLO / CRALO risk assesses and impact assesses all the policies and practices regularly at least on a quarterly basis.
- Ensure that the RRLO / CRALO and team are trained to Prison Service Standards on investigation processes (small & large investigation courses) and on race relations.
- The RRLO / CRALO is trained through the Prison Services Race Relations course, and receives annual refresher training and additional training from external organisations with regards to race and culture – written records of this training should be kept.
- The Race and Cultural Affairs Team reviews the Race Relations quarterly survey; and the Centre Manager ensures its accuracy and timely return to the RRLO.
- The Race and Cultural Affairs Team monitors the Race Relations standards, establishing a race relation's action plan to remedy any discrimination. Staff & detainees are notified of any follow-up action taken.
- The Race and Cultural Affairs Team consider reports of racist incidents and the outcomes of investigations, and amends procedures where necessary.
- The Race and Cultural Affairs Team produces an annual report on Race Relations within the establishment that is considered by the senior management team (SMT) and the Border and Immigration Agency. This report must include annual performance monitoring. Reports must be sent to the BIA and posted on appropriate notice boards throughout the centre.
- Where “take action” warnings are generated through ethnic monitoring, they are investigated and presented to the Race and Cultural Affairs Team, and result in appropriate actions which are recorded in the minutes.
- Information on race relations is provided in all residential areas. This includes:
 - Name and photograph of the Chair of the REDAT
 - Name and photograph of the RRLO or other person locally responsible for race relations issues
 - Establishment Race Relations Policy Statement
 - Complaints procedure. This should also be in pictorial flowchart form.
- Ensure that there are procedures in place for protecting the victim, or complainant.
- At induction, each detainee is provided with an induction pack in their appropriate language. Detainees should have fully understood the induction process and are conversant with what constitutes appropriate behaviour in the centre, before induction is concluded.

Complaints Procedure

Ensure there is a structured Race Relations induction programme for detainees, which includes:

- Detailed explanation of what constitutes a racist incident and inappropriate behaviour



- Procedures for submitting a Racist Incident Reporting Form (RIRF), including support for those who cannot read or write
- Explanation of how a racist incident will be investigated
- Procedures for protecting the victim, or the person reporting a racist incident
- Information on how to make a complaint is available in a range of different languages appropriate to the ethnic make-up of the detainee / visitor population
- Racist incident reporting forms (RIRFs) are readily and freely available throughout the establishment
- Detainees have free and confidential access to RIRFs
- Provision is made to assist detainees who cannot read and write to make a complaint
- Forms (and guidance notes) are available in a range of different languages appropriate to the detainee / visitor population
- Forms are replenished as necessary
- There should be readily identifiable post boxes for completed RIRF (formal detainee complaints boxes may be used for this purpose)
- The post box is clearly marked for this purpose and is not under the direct supervision of staff
- Access to the box is strictly limited to RRLO or Race and Cultural Affairs Team members
- Envelopes to safeguard confidentiality are provided with the Racist Incident Report Form
- Boxes must be emptied on a daily basis and the contents processed immediately incidents are recorded on an electronic log and printed off for the Race and Cultural Affairs Team's examination, which is signed off by the Chair of the Race and Cultural Affairs Team each month, and by the BIA every six months
- All complaints of racism received from any other source (IMB boxes, food hall book, general complaints boxes) are converted to an RIRF, unless already recorded on one, and a summary of the complaint is recorded on the form
- The form is assigned a log number
- The Race and Cultural Affairs Team have agreed specific procedures so that all parties involved with a racist incident are safeguarded, including the victim and reporter of the incident
- Investigations must be carried out fairly and appropriately, and investigators (RRLO) must be trained to Prison Service Investigation Standards for both small and large investigations
- All racist incidents that have been reported from any source must be investigated to Prison Service Standards
- In each case, a written record of the level of investigation selected must be maintained
- All formal investigations are conducted in line with PSO 1300 requirements
- The investigator refers findings to the Chair of the Race and Cultural Affairs Team
- The Chair of the Race and Cultural Affairs Team must complete section 6 of the RIRF, and record whether any further action is necessary
- Any agreed recommended action is implemented

Race and Cultural Affairs Team will ensure that:

- A complaint is acknowledged within 3 days of it being made.
- The investigation of the complaint is completed within 14 days of it being made.
- The complainant is informed of the findings of the investigation within 14 days of completion of the investigation.
- These time frames must be complied with, unless an extension is authorised by the Chair of the Race and Cultural Affairs Team and the reason recorded on the incident log, and the complainant informed.

The following key actions must be recorded on the electronic log:



- Findings and outcome of the investigation
- The outcome of the investigation has been conveyed to those involved
- Target data for completion of the required action
- Date when all actions have been completed
- A sample of investigation reports (5% or a minimum of 10 investigations, whichever is the greater) must be examined by an external member (or external members) of the Race and Cultural Affairs Team, annually. A written record must be maintained of the quality of the investigations, and any subsequent action taken.

6 Haslar IRC



Haslar Immigration Removal Centre, 2 Dolphin Way, Gosport, Hampshire PO12 2AW
Tel: 02392 604000 Fax: 02392 6040

Haslar is an immigration removal centre run under Detention Centre Rules (2001). It was built in 1864 as Naval barracks, and was used as such until 1953. In 1962, it was opened as a detention centre for young offenders until 1989. The same year it re-opened in June, having been re-designated to hold immigration detainees under the Immigration Act 1971.

Contractor
Prison Services

Centre Manager
Julia Killick

Race Equality Officer
Shaun McCauley

Number held
149 on 5 February 2007

Operational Capacity
160

"It is a privilege to work with so many nationalities and ethnic groups – you learn so much from them..."

The above statement by a member of staff at Haslar IRC, expressed the common sentiment amongst staff. This attitude towards detainees was a key element of the good practice and above average performance of the centre.

6.1 Executive Summary

Haslar is an immigration removal centre run under Detention Centre Rules (2001). It was built in 1864 as a Naval barracks, and was used as such until 1953. In 1962 it was opened as a Detention Centre for young offenders until 1989. The same year it re-opened in June, having been re-designated to hold immigration detainees under the Immigration Act 1971. It is run by HM Prison Service on behalf of the Border and Immigration Agency. 160 males can be accommodated at the centre.

In the last four years Haslar has had four Centre Managers. Interviewees felt that the last two managers were very good and the present Manager exceptional. She has put in place professional policies and procedures and according to staff, has hired the right people for the jobs.

Most recently, a Diversity Manager and a Race Equality Manager have been hired to work wholly on issues of equality and diversity. The managers have done an outstanding job in ensuring that procedures are transparent, accountable and fair. They began by investigating all the old outstanding complaints and allocating action points, which are now logged on the computer for all staff to see, separating out racist incidents from general complaints.

Haslar has some outstanding provision. The individuals who work at Haslar appear to feel personally rewarded by their jobs and hence the friendly, positive and efficient service that is

provided at this centre. This is all done with a firm and yet compassionate understanding of the issues that accompany detention. At reception detainees are welcomed into the centre and are given an induction pack and also a buddy. This Buddy system ensures that detainees are befriended by another detainee at reception who shows them around and helps them in time of need.

Haslar detainees may use a large gym, attend a multi-faith centre and learn in an award winning educational department that is currently used by 70 percent of the detainee population. The educational department serves as a place of “transcendence” for many detainees. As a result there is a feeling that they are furthering their lives as opposed to stagnating in restless groups, a phenomenon which was observed in some of the other centres. The education centre, which works in conjunction with Highbury College, also provides art classes, a library that can make external requests for books, certificated computer classes, foreign language newspapers and books.

Table 26: Centre of Excellence League Position

League Position 1			
Centre of Excellence League Scoring Haslar IRC			
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	100	
1b	Race Relations Policy	100	
1c	Induction	100	
1d	Removal	100	
1e	Access to external agencies	87	
1f	Visits – opportunity/privacy	100	
1g	Mobiles/access to telephone	100	98.14
2	LEADERSHIP STYLE		
2a	Clear/fair communication	100	
2b	Staff/detainee relationships	87	
2c	Staff training -type/frequency	100	95.67
3	FAITH/CULTURE		
3a	Prayer/worship rooms	75	
3b	Access to religious leaders	75	
3c	Religious celebrations	75	
3d	Culture/faith based cuisine	75	
3e	Multi-lingual library/reading	100	
3f	Multi-lingual entertainment	50	75.00
4	HEALTH		
4a	Well-being/emotional state	87	
4b	Access to doctor/nurse	75	
4c	Understanding of treatment	75	
4d	Efficiency of treatment	75	
4e	Additional health services	100	82.40
5	FACILITY		
5a	Cleanliness and decor	87	
5b	Privacy and detainee dignity	62	
5c	Educational activities	100	
5d	Art activities	87	
5e	Sport activities/facilities	100	
5f	Recreation/socialising	87	
5g	Outdoor recreation	100	
5h	Shop – opening times/stock	75	
5i	'Lock-up'/meal times	75	85.89
	TOTAL AVERAGE SCORE		87.42

6.2 Audit Population Profile

Table 27: Detainee Population at Time of Audit

Haslar IRC Detainee Population Interviewed 5-6 February 2007		
No. Female	Nationality	Total %
	Afghan	0
	Algerian	20
	American	0
	Angolan	0
	Bangladeshi	0
	Cameroonian	0
	Chinese	0
	Congolese	0
	Egyptian	0
	Eritrean	0
	Ethiopian	0
	Ghanaian	0
	Indian	33
	Iranian	0
	Iraqi	0
	Kurdish	7
	Liberian	0
	Moroccan	0
	Nigerian	21
	Pakistani	0
	Somali	0
	South African	0
	Sri Lankan	14
	Stateless	0
	Sudanese	0
	Turkish	0
	Ugandan	0
	Unknown	0
	Vietnamese	0
	Zaire	0
	Zimbabwe	5
	Total Detainees Interviewed	100

Table 28: Haslar IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	0
Less than one month	7
1-3 months	40
3-6 months	34
6-12 months	19
12 months +	0

Table 29: Haslar IRC Interviewees Per Religion/Belief

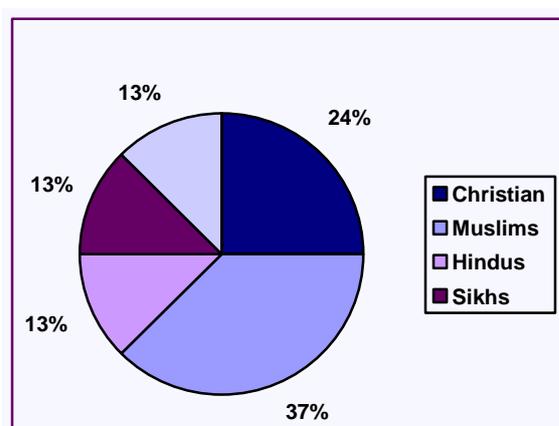


Table 30: Haslar IRC Interviewees Per Age Group

Age Group (yrs)	%
16-24	20
25-34	60
35-44	7
45-54	7
55+	0
Unknown	6

6.3 Policies and Procedures

Race Relations

Information on race relations was available to all staff, detainees and visitors in numerous locations around the centre (i.e. the healthcare centre, library, gate, gymnasium, kitchen, chapel, reception, audit office, visitors' centre, education department, notice boards and the centre office). Information was also available on the staff intranet. However, audio communication of the policy for those detainees who could not, or did not read the information on notice boards was also necessary.

The Race Relations policy was available in 21 languages and was widely available, even if not widely read or understood.

Race relations, however, was considered a serious issue at Haslar IR and officers were aware of the Mubarek and Stephen Lawrence cases. The REDAT were visible and active within the centre. The Prison Service style of dealing with race relations meant that Haslar IRC was in compliance with the Detention Centre Rules (2001) and The BIA standards on race and equality. G4S, the escort company operating at Haslar IRC, was not governed by these same standards and this could lead to potential conflicts in the way that detainees are treated.

RRC meetings have been held regularly since September 2006. These meetings have been supported by detainee focus groups where issues to bring to the main meeting have been raised and discussed by detainees amongst themselves. Detainee representatives who attend the main RRC meetings have suggested the appointment of race equality representatives from each unit, who would represent detainees at RRC meetings and have their photograph on the notice boards so that other detainees are aware of their role. Another suggestion from the RRC meetings has been for the committee to train detainees for the 'befriender' mentoring scheme.

Complaints Procedure

The complaints procedure did not appear to be needed, as detainees used their forums and RRC representation to voice complaints.

Complaints boxes were prominently positioned and clearly marked. The RRLO emptied the complaints boxes on a daily basis. In his absence this duty was performed by the Duty Principal Officer.

Haslar IRC used the Prison Service Racist Incident Reporting Form (RIRF) for recording racist incidents. The forms and envelopes were easily accessible throughout the centre and were situated close to the complaints boxes. Forms were available in 19 different languages.

The procedure for registering the complaint was applied. Each complaint was allocated a unique log number and was recorded electronically on the Racist Incident Log. Information included in the log included the date of the incident, complainants' name and a brief description of the incident. The acknowledgement tear off slip on the RIRF was sent, advising the detainee that the matter would be resolved within 28 days.

Determining the level of investigation required for a racist complaint was the responsibility of the Centre Manager as Chair of the Race Equality Action Team (REAT). The majority of incidents are investigated by the RRLO; however in exceptional circumstances, an investigation may be conducted by the police, CRE, Prison Service or the Border and Immigration Agency.

The incidents reported on the RIRF between January 2005 and January 2007, ranged from conflict between detainees of different ethnicities, to occurrences of alleged racism against detainees by staff, which were reported by the officers themselves. All staff were encouraged to report incidents of racist abuse.

The standard of investigation, recording and reporting was very high. Documents that were made available for examination showed that investigations had been conducted with integrity, and with a clear audit trail outlining the complaint, level of investigation, findings and conclusions. Investigations were only deemed complete and were signed off by the Centre Manager and a letter detailing the outcome sent to the detainee.

The partnership between the Diversity Manager and the RRLO was evident and was a key factor in the management of the Racist Incident Reporting procedure at Haslar IRC. The centre represented an excellent example of how racist incidents should be investigated and reported.

Induction Procedure

Haslar IRC could boast of the best induction process within the detention estate. Arrival and welcome to the centre were very warm and relaxed. During their first night detainees were given an opportunity to relax and were made as comfortable as possible. Induction took place the next day or within 24 hours. This was a detailed process, which included the 'buddy' scheme, where newly arrived detainees were matched with those who spoke their language, could befriend them, guide them around the centre and introduce them to people.

6.4 Leadership Style

The Centre Manager led by example and considered managing diversity to be basic good practice. To this end, she had regularly been chairing RRC meetings. The understanding of the SMT is that policies that are not absolute require discretion from staff whose diversity training must be in-depth and complete, in order for them to make the right decisions.

Exceptionally, 'lead by example' training was provided for all operational managers. There was no evidence of this type of training at other centres.

Staff Training and Related Record Keeping

The current RRLO had received the Prison Service race training and was himself a qualified race relations trainer, but diversity and equality training for staff at Haslar IRC was delivered by Highbury College. Staff supported and valued their diversity training. The only instance of reported resistance was when mandatory training for cultural awareness was organised with the assistance of a detainee. Staff felt that an official trainer should have delivered the course if it was compulsory for them to attend.

Self Audits and Risk Assessment

All policies, procedures and processes were impact assessed and any shortfalls were addressed through action plans. For example, the Mosque area was not being fully utilised, because there was no access for detainees, without their being escorted by officers. Due to staffing constraints, officers were not available for this purpose. A multi-faith room was therefore set up for prayers within the dormitory area, where prayer mats were also made available in the rooms of all detainees who needed them. These were only temporary measures until a permanent Mosque, with easy access could be provided.

Language and Interpreting Services

Staff at Haslar IRC were conscious of the need to revise the Border and Immigration Agency's recommended language list, which comprised of 21 key languages. They felt, for example, that given the detainee population at Haslar IRC, there was no need for Sinhalese or Polish, but Tigrinya and Farsi were needed.

Language Line was used extensively during induction and health care appointments.

6.5 Faith and culture

Diversity of Religion

Provision for all religions was excellent. A Christian chapel, Moslem mosque and Temples for Buddhist, Sikhs and Hindus were provided. It was possible to see a Minister from all faiths. However, it was necessary to first submit an application to the centre Chaplain in order to

arrange a meeting. This was mainly due to security as the Faith centre is outside of the main compound.

6.6 Health

General Wellbeing

When staff at Haslar IRC were asked 'how to treat a detainee' the general answers were '**with respect**' and '**with decency.**' Staff in the education department expressed the sentiment further by stating, '**it is a privilege to work with so many nationalities and ethnic groups – you learn so much from them.**'

The segregation unit at Haslar IRC had the best kept records throughout the detention estate. All those who were accommodated in the unit, including self-segregation, were recorded, with details of who put them there, and under what circumstances. The information was then monitored for race, nationality and use of C&R in order to determine that detainees were not being discriminated against.

6.7 Facilities

Educational Activities

Haslar was found to be proactive in the provision of educational activities. The Education centre was an award-winning centre and was very popular among detainees. Friday afternoons were set aside for mini award ceremonies, when the Centre Manager would present detainees with certificates to mark their achievement. This gesture was considered important as a means of providing detainees with a focus and sense of purpose.

Classes were offered in a number of subjects including English, from absolute beginner to fluent speaker, comprising of modules in speech, reading, writing, grammar and useful vocabulary. Numeracy, both on computer and written was also offered. Classes in music (some with musical instruments), woodwork, art and life in Britain were also offered.

There was a large range of abilities amongst the detainees to cater for. Users of the education department ranged from those who could not read and write to qualified medical doctors.

Skills Based Activities

Classes led to CLAIT qualification in IT and ESOL in English. All qualifications were national qualifications so that individuals when released could find work. Two detainees who were deported back to Pakistan started an IT shop in their country and wrote a letter of thanks to the Centre Manager. Auditors were told that this was only one of many such letters on file.

Sports and Health Activities

A well equipped gym was popular amongst all detainees who all had equal access. Traditional and diverse games such as the Indian tag game, Kabalai, were also organised for detainees.

Outdoor Recreation

Sports days for detainees and their families or visitors were organized in the summer, together with BBQs, jogging and football activities. The Centre Manager was hoping to buy bicycles so that cycling could be added to the list of activities.

Library and Cultural Activities

Visiting groups are brought in to entertain detainees and staff. The most recent group was the South African Gun Boot Dance Group which proved very popular. In addition, religious groups, the Christian fellowship and many artists providing music and workshops visit the centre. Amongst those invited to perform or host events are Portsmouth Minority Support Group, the Salvation Army, local Citizens Advice Bureau, local Gospel Choir, Portsmouth Race Equality Council and other faith groups.

The volunteers' bureau was very active with 15 to 20 volunteers who regularly visited, ranging from educators with a large number of native speakers who came in and gave art, crafts, music and IT classes in the languages of the detainees.

Paid Activities

Detainees are able to work in the kitchen, education department, laundry and library for credits, which can be used in the shop. In total there are 24 paid roles for detainees. There are more detainees than jobs, so allocation is strictly by reward and well documented and monitored in order to ensure that the system is not abused or that any one detainee is discriminated against.

Privileges

Additional privileges for behaviour are that detainees are given an opportunity to move into 'A' & 'H' blocks, which have rooms with keys and television. This privilege can be earned by being a volunteer worker or taking part in full time education. The list of volunteer jobs includes jobs in the gymnasium, reception, dining room, laundry room, first night inductions ('buddy system') and dormitory cleaners.

Catering and Shop

No cash is spent at the shop; it is all done via the credits in the detainee's account. A list of products sold in the shop is available in visual form like a catalogue. The shop stocked a good range of products, with a few ethnic items, cigarettes and mobile telephones.

Use of Telephones

Mobile phones, except for ones with cameras, recording equipment and internet access, were allowed in the centre. Telephones for incoming calls are available within the dormitory areas, and telephones are easily accessible throughout the centre.

6.8 Summary of findings

Good Practice

Professionalism sets this centre out from the rest.

- Educational activities were of a high standard, with over 70% of the detainee population benefiting from them.
- Highbury College, who run the educational department were committed to equality and diversity.
- A buddy system (befriending a detainee with another detainee) at reception was operating successfully.
- The induction process included a first night settling in system for new arrivals.
- The complaints system separated racist incidents from general complaints and included a photographic reporting procedure.



- Staff performance was measured and reported upon.
- Self auditing systems to identify areas of weakness were in place.
- There was an awareness of detainee needs and corresponding appropriate action.
- The Diversity Manager had the training and experience to successfully implement measures for equality throughout the centre.
- The REAT met on a monthly basis and all meetings were minuted.

Challenges

- Free flow to the Faith room which was in another block, was difficult. There were not enough officers to take detainees across to the Faith room.

6.9 Recommendations for the Centre Manager

Training

- A training needs analysis should be carried out for management and staff and this should include diversity, cultural / cross cultural body language and communication training, in order to ensure that there is no mis-interpretation of communication between staff and detainees.
- The RRLO must be responsible for developing a programme for the training of all staff in race awareness and must maintain a record of those staff who have received such training. It may be advisable for all staff to have refresher training annually rather than three yearly as directed by the Prison Service.
- The Centre must keep records of the training the RRLO received and when.

7 Lindholme IRC



Lindholme Immigration Removal Centre, Bawtry Road, Hatfield Woodhouse, Nr Doncaster, South Yorks DN7 6 EE
Tel: 01302 524700 Fax: 01302 524620

Lindholme is an immigration removal centre run under Detention Centre Rules (2001). The centre is adjacent to Lindholme prison and was formerly part of RAF Lindholme. It has been used to accommodate immigration detainees since 2000.

Contractor

Prison Services

Centre Manager

Alan Knox

Race Relations Liaison Officer

Safdar Khan

Number held

94 on 16 February 2007

Operational capacity

112

"The centre had a very informal feel to it that was reflected in the maroon sweatshirt and black trousers staff uniform, which was described as a deliberate attempt at breaking down the 'us and them mentality' in a friendly, but security conscious environment."

7.1 Executive Summary

Lindholme IRC is an immigration removal centre run under Detention Centre Rules (2001). The centre is adjacent to Lindholme prison and was formerly part of RAF Lindholme. It has been used to accommodate immigration detainees since 2000.

The centre offers a large recreation room with two full size snooker and pool tables, as well as a TV room, all of which are fully used.

The relationship between staff and detainees is good. Very few detainees reported any negativity in their day-to-day interactions with staff. Encouragingly, staff are urged to take an active interest in detainee welfare and make suggestions for any areas of improvement.

Race relations and diversity are taken very seriously and all staff receive Race Relations and Diversity training; there is a belief that this should be supplemented by additional race and cross cultural training. Staff are encouraged to try to resolve cultural disputes by acting as mediators and facilitators of discussion.

RRC meetings are held on a monthly basis. There is no detainee representation at these meetings, but issues arising from discussions at the detainee forum are brought to the RRC meetings and minuted accordingly.

There is a plan to introduce a paid work programme for detainees. Areas under consideration for job creation are reception, catering, gym, hairdressing, window cleaning and decorating.

The telephone system is inadequate and is a source of complaint for both detainees and staff. However, this issue is being addressed, and a favourable outcome is expected shortly.

The audit team found the process for investigating racist complaints not to comply with the Detention Centre Rules.

Detainees who wish to raise complaints must inform the RRLO, who then gives them the complaints forms. Having thus acquired the forms, detainees are free to complete and post them in the appropriate box. This instruction is given to all detainees during their induction to the centre. This procedure was implemented in order to avoid wastage of complaint forms when forms were freely available next to the complaints boxes.

It is common practice for most issues to be resolved through conflict resolution. Although this is commendable, there is no clear audit trail to indicate how issues have been resolved. A proper system for investigating complaints and action taken to resolve matters needs to be put in place.

The tables below summarise our findings at Lindholme IRC.

Table 31: Centre of Excellence League Position

League Position 5			
Centre of Excellence League Scoring		Lindholme IRC	
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	83	
1b	Race Relations Policy	83	
1c	Induction	50	
1d	Removal	50	
1e	Access to external agencies	50	
1f	Visits – opportunity/privacy	50	
1g	Mobiles/access to telephone	33	57.00
2	LEADERSHIP STYLE		
2a	Clear/fair communication	62	
2b	Staff/detainee relationships	67	
2c	Staff training -type/frequency	50	59.67
3	FAITH/CULTURE		
3a	Prayer/worship rooms	67	
3b	Access to religious leaders	75	
3c	Religious celebrations	83	
3d	Culture/faith based cuisine	58	
3e	Multi-lingual library/reading	75	
3f	Multi-lingual entertainment	58	69.33
4	HEALTH		
4a	Well-being/emotional state	58	
4b	Access to doctor/nurse	58	
4c	Understanding of treatment	50	
4d	Efficiency of treatment	58	
4e	Additional health services	50	54.80
5	FACILITY		
5a	Cleanliness and decor	67	
5b	Privacy and detainee dignity	58	
5c	Educational activities	83	
5d	Art activities	75	
5e	Sport activities/facilities	83	
5f	Recreation/socialising	75	
5g	Outdoor recreation	92	
5h	Shop – opening times/stock	67	
5i	'Lock-up'/meal times	50	72.22
TOTAL AVERAGE SCORE			62.60

7.2 Audit Population Profile

Table 32: Detainee Population Interviewed

Lindholme IRC Detainee Population Interviewed 15-16 February 2007		
Nationality	Total %	
Cameroonian	6	
Eritrean	25	
Ghanaian	12	
Iraqi	6	
Kurdish	6	
Liberian	12	
Moroccan	12	
Somali	15	
Turkish	6	
Total Detainees Interviewed	100	

Table 33: Lindholme IRC Interviewees Per Religion/Belief

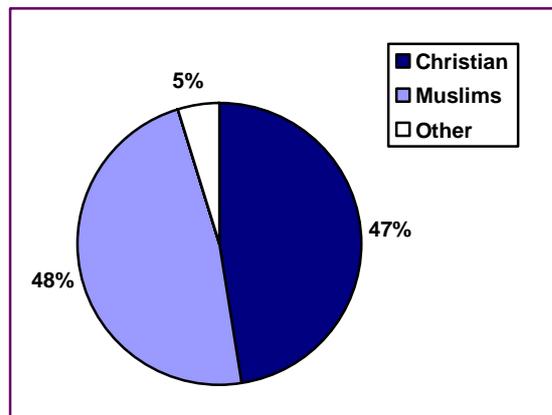


Table 34: Lindholme IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	0
Less than one month	12
1-3 months	44
3-6 months	31
6-12 months	13
12 months +	0

Table 35: Lindholme IRC Interviewees Per Age Group

Age Group (yrs)	%
16-24	19
25-34	59
35-44	9
45-54	7
55+	0
Unknown	6

7.3 Policies and procedures

Promotion of Race Relations

A robust approach to race relations was highlighted by staff as being a key element for the successful management of the centre. The BIA Race Relations policy was posted on notice boards and was widely available. A comprehensive Action Plan has been developed, covering race, gender, religion and disability. The Plan had specific actions and targets to be attained by 2009.

General amenities meetings, chaired by the RRLO and attended by detainees were regularly held each quarter to discuss issues of race, diversity, religion and culture.

Monitoring and Reporting

Nationality monitoring was being carried out at the centre and the data collected was used in the following way:

(a) To identify the different nationalities within the centre in order to ensure that no one nationality was dominant on any of the wings, and thus avoiding the potential bullying of weaker groups. The centre standard at the time of audit was a maximum of 25% of any nationality per wing at any one time. The data was also used to ensure that allocation of accommodation was fair and non-discriminatory.

(b) Data was also used by the RRLO to determine which nationalities used the facilities, and which groups were under-represented. The RRLO then investigated the findings to establish the reasons for non take-up of services and to ensure that indirect discrimination was not taking place.

The ethnic monitoring systems that were in place were regularly reviewed and were adequate.

Complaints Procedure

The complaints procedure was available in 21 languages. All officers involved in investigating complaints were trained and skilled investigators.

The complaints process was as follows: if a detainee wanted to report a racist incident, he advised the RRLO, who then pointed him to the appropriate form, which was either the

Racial Incident Reporting Form, or the DCF9 (amended) form. Upon completion, the form was placed in the complaints box.

There were 3 boxes available for forms addressed either to the IMB or the centre. Two electronic boxes were positioned in the foyer. One of these was for internal complaints and the other for the IMB; the third box was situated in the T.V. room and was a conventional padlocked box. Detainees could use any of the boxes to submit a confidential complaint. The involvement of the RRLO at the outset was simply to provide the detainee with forms.

Detainees were encouraged to voice their concerns and use the complaints procedure. Rather than attempting to deter a detainee, the RRLO persuaded them to raise formal complaints as the best course of action. Where English language was a problem, detainees were referred to the library dictionaries for assistance in composing their complaint.

Responses from detainees indicated that they were familiar with the procedure, but it was difficult to assess their confidence in the process as many of them had not made a complaint, and could therefore not judge its effectiveness.

Complaints of a racist nature were not separated from general complaints, but were also logged and referenced. A formal letter acknowledging a complaint and highlighting methods for resolution was sent out and recorded for each complaint before an investigation process was started.

Arrival in Detention

Induction took place in the English language training room, where detainees were shown an introductory video as a backdrop to a verbal explanation of activities, the education centre, the medical centre, ID cards, the rewards scheme, mealtimes, legal visits, domestic visits, telephones, correspondence, clothes, immigration service and religious worship.

The policies explained at induction were the race relations policy, the RRLO's role, the complaints procedure, bullying and intimidation.

Detainees were told that they could approach the Wing Officer, a Minister of Religion or the doctor or nurse if they had a problem.

Language and Interpreting Service

The majority of detainees at the time of audit could make themselves understood in English, although there was some who needed interpreters. One detainee was very distressed because he had been at the centre for 6 weeks without any explanation, outside contact or legal support and could not communicate his needs sufficiently in English. When this was reported to the Welfare Officer by a member of the audit team, he took immediate action. The next day, the detainee indicated that his problem was being resolved and he was satisfied with the process. This was an example of the way complaints were handled at Lindholme IRC and was perhaps an explanation as to why many issues were actioned through conflict resolution rather than formal complaint.

At Lindholme IRC, Bigword was used in preference to Language Line as it had proved a better and more cost effective interpreting service.

7.4 Leadership style

Staff Training and Related Record Keeping

Staff received diversity training every Tuesday afternoon. This training was multi-faceted and detailed, and included race relations and cultural awareness. However, the Deputy Centre Manager was of the opinion that there was still a need for additional, targeted training in these areas.

7.5 Faith and culture

Diversity of Religion

Prayer and worship rooms were available for detainees. The centre had developed good relationships with representatives of the Catholic, Muslim and Sikh religions, who visited the centre regularly to offer pastoral services.

7.6 Health

General Wellbeing

There appeared to be good staff and detainees relationships at Lindholme IRC. The Welfare and Education officers were all commended by detainees. The informal approach by staff combined with the new uniform created a relaxed ambience within the centre.

However, many detainees commented on a named member of staff, whose behaviour towards them was racist. The staff member in question regularly referred to detainees as "**Algerian, Moroccan or Egyptian donkey**", accompanied by full animal sounds, depending on their country of origin. Other statements made by the same officer were "**Donkeys, go back to your country.**" "**Keep the crime in your country.**" The detainees interviewed felt that this attitude was common amongst officers, but only one particular officer vocalised his views. When asked, the Deputy Centre Manager had no hesitation in explaining that this particular officer had recently been dismissed, and emphasised that racist behaviour was not tolerated at the centre.

The issue regarding telephone use was a major problem at the centre. There were 8 incoming telephone lines for 108 people. Therefore access to the telephones was not adequate and no mobiles had been provided for detainees, although this provision had been agreed for some time. Since many friends and family members could not visit detainees because of distance, access to telephones was a key issue, which needed addressing.

The imminent introduction of paid jobs within the centre will offer detainees additional opportunities to become involved.

Detainee Relationships

Staff were taking the time to learn more about the cultures, and in some cases, funded by the Prison Service, were learning the languages of the detainees.

There was an open and interactive relationship between staff and detainees, with easy camaraderie. Detainees were invited to the amenities meetings and encouraged to offer suggestions for the improvement of all aspects of their stay.

Healthcare Team

Healthcare was being provided by representatives from the Lindholme Health Centre. Normal opening hours were 9.30am to 5.00pm, but sometimes also stayed open until 10.00pm. There was a dedicated suite at the centre for detainees considered a risk to themselves or others. Access to healthcare was equal to all detainees.

7.7 Facilities

There was a large, bright and welcoming room with a children's corner, used for hosting visits. Some detainees complained that the centre was too far for them to receive regular visits from family and friends.

Activities and Facilities

The audit team were shown photographs of various cultural/religious celebrations that had been organized at the centre, and detainees reported favourably about the efforts of the centre to observe these events.

The Education Centre was efficiently managed by Manchester College and was frequented by detainees. The centre provided ESOL qualification in English and CLAIT computer skills training, with additional music, arts and crafts classes. There were many professional looking pieces of work by detainees on display.

The gymnasium was also well equipped and popular amongst detainees. Football kits were provided for detainees to have 11-a-side daily matches.

Catering and Shop

Staff occasionally made visits to Aramark ethnic food store to purchase items which detainees had specifically requested. This was seen as a positive gesture and contributed tremendously towards harmony between detainees and staff.

7.8 Summary of findings

Good Practice

- The change in staff uniform to create an informal, yet secure environment at the centre was a positive move.
- Staff were encouraged and willing to learn more about the cultures and customs of detainees, including detainee languages, all funded by the Prison Service.
- A comprehensive three-year Action Plan for improving race relations was in place.
- The new contractor was willing to invest resources into running of the centre.
- Two employees had been appointed, specifically to organise and provide different activities for detainees.
- There was a detainees' forum to encourage their views and input into the running of the centre.
- Successful conflict resolution practices were in place.

- There was an excellent Education Centre, which was staffed by enthusiastic professionals.

Challenges

- There was low BME and multi-faith representation within the staff profile.
- Detainee access to telephones was problematic.

7.9 Recommendations for the Centre Manager

Complaints Procedure

- Greater emphasis should be given to the complaints procedure during induction, and in the induction pack.
- If necessary a simple pictorial explanation of the complaints procedure highlighting the importance of detainee confidentiality should be provided.
- Where a complaint has been verbally resolved, such resolution should be recorded as follows: The detainee should be asked to sign a record of the resolution drawn up and also signed by the RRLO, to demonstrate an agreement of the outcome. A copy of this signed agreement should then be handed to the detainee, with a copy held on file. This action should finally be recorded in the complaints log.

Staff Recruitment and Training

- BME communities should be targeted, in order to recruit a more diverse staff team.
- A training needs analysis needs to be carried out to determine the appropriateness of current diversity training.

8 Oakington IRC



Oakington Immigration Reception Centre, Oakington Barracks, Longstanton, Cambridgeshire CB4 5EJ

Tel: 01954 783000 Fax: 01954 782193

Oakington is an immigration reception centre run under detention Centre Rules (2001). The centre was formally an RAF base and has been in operation as an immigration centre since 2000.

Contractor

GSL

Centre Manager

Colin Hodgkins

Race Relations Liaison Officer

Lindsay Lee

Number held

308 on 8 February 2007

Operational capacity

352

"Oakington is one of the few centres with wide open grounds; it is also the least secure on the estate.... " We have lots of space but limited resources due to always being threatened with closure"...and as a consequence, detainees have little to do."

8.1 Executive Summary

Oakington IRC is an immigration reception centre run under Detention Centre Rules (2001). The centre was formerly an RAF base and has been in operation since 2000. It is run by GSL UK Ltd on behalf of the Border and Immigration Agency. The centre currently has an operational capacity for 352 detainees.

Oakington IRC is one of the few detention centres with wide open grounds; and due to provision and layout, it is also the least secure on the estate. It has much space, but limited resources. There are large communal exterior and interior spaces, such as the dining hall, which is large and clean with a clear and easy to understand food menu.

On site there are representatives of NAS, IMB and the IS management team, as well as the Refugee Council and a Religious Affairs Team.

Racist and bullying incidents at Oakington are low and the Centre Manager has zero tolerance for negative or racist behaviour. As a result of the BBC documentary, there have been presentations promoting individual responsibility. For example, a member of staff, who commonly used expletives was taken off duty, given 'individual responsibility' coaching sessions by the Centre Manager and is now back on duty and is the least tolerant of swearing and aggressive speech in the centre.

The promotion of race relations at Oakington IRC was evidenced by the following positive actions:

- The appointment of a full-time Race Relations Officer with 9 Assistants.
- The introduction of a stand alone racial complaints system.
- The transfer of the monthly Race Relations meetings to the secure unit, in order to enable detainee attendance, in addition to active advertisement of the meetings by means of posters, tannoy announcements ten minutes before the meetings and staff encouragement at all levels.

In spite of the pleasant surroundings, detainees appeared frustrated at Oakington IRC, simply because there is very little to do. Staff do not engage with detainees as well as they could and as was normal practice at other centres. On top of this, detainees must follow a strict regime of rising and going to bed early, which does not suit those with different sleeping patterns.

There are cliques with racist overtones, amongst the detainee population. Three nationalities, the Turkish, Indian and Sri Lankan detainees, are currently perceived by other groups as dominating the activity centres and as obtaining preferential treatment for activities by virtue of their numbers. This situation could perhaps be avoided if sufficient activities, to cater for demand, were offered.

The provision of activities at Oakington IRC needs to be assessed and reviewed. Even though there is not an education component in the service level contract, educational activities take place every afternoon and evening and a part-time educator is available.

Facilities also do not adequately meet detainee needs. For example, there is a very small gym, which does not meet demand and is always overcrowded, a large multi-faith centre with a stress reduction room, which is not monitored for usage, a large games room that not everyone feels they can access and a shop that stocks hardly any of the products on shopping lists.

Although equal opportunities in recruitment are standard practice, BME and non-Christian faith people are underrepresented within the staff force. There is however a group of religious and cultural volunteers who come in, as and when needed.

Table 36: Centre of Excellence League Position

League Position 8			
Centre of Excellence League Scoring Oakington IRC			
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	50	
1b	Race Relations Policy	50	
1c	Induction	75	
1d	Removal	75	
1e	Access to external agencies	50	
1f	Visits – opportunity/privacy	50	
1g	Mobiles/access to telephone	50	57.14
2	LEADERSHIP STYLE		
2a	Clear/fair communication	75	
2b	Staff/detainee relationships	75	
2c	Staff training -type/frequency	75	75.00
3	FAITH/CULTURE		
3a	Prayer/worship rooms	50	
3b	Access to religious leaders	50	
3c	Religious celebrations	75	
3d	Culture/faith based cuisine	50	
3e	Multi-lingual library/reading	50	
3f	Multi-lingual entertainment	50	54.17
4	HEALTH		
4a	Well-being/emotional state	50	
4b	Access to doctor/nurse	50	
4c	Understanding of treatment	50	
4d	Efficiency of treatment	50	
4e	Additional health services	50	50.00
5	FACILITY		
5a	Cleanliness and decor	25	
5b	Privacy and detainee dignity	75	
5c	Educational activities	25	
5d	Art activities	25	
5e	Sport activities/facilities	25	
5f	Recreation/socialising	50	
5g	Outdoor recreation	25	
5h	Shop – opening times/stock	50	
5i	'Lock-up'/meal times	75	41.67
	TOTAL AVERAGE SCORE		55.60

8.2 Audit Population Profile

**Table 37: Oakington IRC Detainee Population Interviewed
8-9 February 2007**

Nationality	Total %
Afghan	4
Algerian	10
Chad	3
Checknivan	4
Chinese	3
Congolese	10
Cypriot	3
Indian	5
Iranian	3
Iraqi	3
Jamaican	12
Kurdish	3
Nigerian	8
Somali	16
South African	3
Sri Lankan	3
Sudanese	4
Zimbabwe	3
Total Detainees Interviewed	100

Table 38: Oakington IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	3
Less than one month	16
1-3 months	64
3-6 months	10
6-12 months	7
12 months +	0

Table 39: Oakington IRC Interviewees Per Religion/Belief

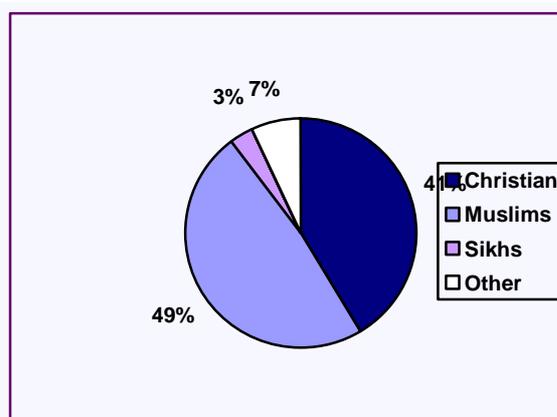


Table 40: Oakington IRC Interviewees Per Age Group

Age Group (yrs)	%
16-24	10
25-34	30
35-44	20
45-54	20
55+	0
Unknown	20

8.3 Policies and procedures

Promotion of Race Relations

The appointment of a full-time Race Relations Officer and her 9 Assistants, the exemplary policies and procedures and systems of self-audit were all commendable actions, that needed to be followed up with positive action to engage detainees on a day to day basis.

The Race Relations policy could be found in appropriate areas around the centre and was easily accessible to staff, detainees, and visitors upon request.

It was commendable that the policy was displayed in ten languages even though the contract required GSL to provide this in only 7 languages.

RRC Meetings

The RRC meetings were set up and were being chaired by the RRLO who reported directly to the Centre Manager. Monitoring and review occurred and the results were taken to the RRC meeting for discussion. The meetings were attended by the Religious Affairs and Catering Managers, IMB and the RRLO.

Notices asking for detainee attendance were put up in 4 languages. Additional forum meetings were held for the detainees to raise issues which one detainee could take to the main meeting. Issues that have been raised include various groups dominating the TV channels, Asian films lasting 9 hours, plastic razor blades and low shop stock levels.

Minutes of meetings and agendas were kept in the RRLO's office. Complaints and racist incidents were discussed as regular agenda items.

Complaints Procedure

The complaints book and log were maintained, with complaint forms available in 9 languages. Investigating complaints was the responsibility of the RRLO. Staff and detainees received written feedback to their complaint. Additionally, an informal interview, with an interpreter, if and when necessary, was arranged for detainees.

The detainees expressed lack of faith in the Complaints Procedure. They felt that complaining would lead to being bullied by officers. This fear was compounded by the fact that complaints boxes were in full view of officers. This hindered the posting of complaints; a fact of which the IMB was aware.

The written procedure was that the detainee would receive acknowledgement of a complaint from the relevant manager within 3 days. However, in practice, response took a lot longer and sometimes not at all. Detainees felt that often it was the officer's word against theirs that influenced the outcome of their complaint.

Racist complaints were re-directed to the BIA Manager and the IMB in order to ensure that steps to resolve matters were in compliance with Detention Centre Rules. However there were times, when the RRLO and the Complaints Clerk took the decision not to log the complaint as a racist complaint in spite of the detainee or the staff member ticking the racist box. The explanation for this by the Complaints Clerk was ***'Sometimes they tick the racist box but when you read it, it is not racist as sometimes it can be against an officer who is the same colour as the detainee so how can this be racist?'***

This highlighted a lack of understanding as to what a racist incident is according to Sir William Macpherson ... ***'any incident which is perceived to be racist by the victim or any other person.'***

There were common names that appeared regularly in the complaints log, with no follow-up action recorded or information that action had been passed on to the BIA or IMB, and an answer was being awaited from these bodies.

Monitoring and Reporting

Detainees leaving the centre were given exit interviews and the main complaints voiced were, lack of activities, poorly resourced shop and the need for food theme nights.

Amongst the forums within which detainees could express their opinions were the monthly detainee open forum meeting, chaired by the Duty Shift Manager, the race relations monthly meeting, the food committee monthly meeting, on-site legal representation, the Refugee Council representatives, IMB, Friends of Oakington, on-site chaplains, the detainee information room and the IO/IS Manager. The data on detainee views gathered in this way was analysed for trends and patterns, to ensure that no discriminatory practices were taking place. Information was shared with staff through line managers and reports and posted on detainee notice boards along with advertisements for the next meeting.

Areas of staff monitoring recorded were recruitment, retention, promotion, rewards, discipline, grievances.

The use of C&R and the segregation unit were also monitored and the data included in the monthly report data which was shared with the local IS Manager, IMB and reported to the GSL Board.

Self Audits and Risk Assessment

Performance standards were audited twice annually; this included analysis of all policies and procedures, including the race related ones, detainee and staff surveys, exit interviews with staff and detainees, compliance audits by on-site monitoring teams and independent monitoring by the IMB.

Arrival in Detention

Detainees were treated with respect and individual needs were accommodated at reception. The reception process was very efficient, in spite of the fact that detainees had to wait for fairly long periods, with little to do but watch TV, before staff could escort them to their quarters. The welcome and induction were well delivered with a comprehensive induction pack and a compact that the detainee was not forced to sign unless they understood.

Language and Interpreting Services

Several members of staff were multi-lingual and were therefore able to translate for detainees. Detainees were also used to interpret for each other. However, more use of professional services such as Language Line should be employed.

Removal From The Centre

Removal from the centre was well managed. There was a good working relationship between G4S and Oakington IRC staff, and this was reflected in the positive way that detainees were treated during removal with no evidence of force or discrimination.

8.4 Leadership style

Staff Training and Related Record Keeping

The RRLO developed the diversity and race training programme for staff, which was being delivered by the Training Officer. Although very good, the package needed to also include techniques for experiencing other cultures and nationalities, in order to raise awareness and develop new perceptions.

8.5 Faith and culture

Diversity of Religion

Casual staff at Oakington IRC included Sikh, Hindu, Muslim and Christian ministers, who regularly offered services, prayer sessions and officiated at festivals and religious celebrations.

There was no separation between welfare and faith roles.

8.6 Health

Healthcare Team

The healthcare centre at Oakington IRC was one of the best within the detention estate. The medical team present consisted of nurses, visiting dentists and opticians, all of whom were available 4 times per day. However, detainees' experiences were not always positive. Many felt that the doctors did not believe their ailments or take them very seriously. This perception notwithstanding, detainees felt that they were all given equal access and treatment.

General Wellbeing

'Idle hands mean minds start racing' (IMB quote). Boredom was the main issue at Oakington IRC and was perhaps the reason why removal from association was common, with 3-26 single segregation reports being presented at most RRC meetings.

Audit Trail

An audit trail was maintained regarding handcuff injuries and any injuries related to racial incidents.

8.7 Facilities

Accommodation

The accommodation was good and arranged in blocks of dormitories, each with twelve or eight beds. Each block had two common rooms with a television, video, DVD player and a free view box.

The grounds were extensive, limited only by a parameter fence but still with spacious areas for outdoor sports such as football and cricket, but this usage was not observed at the time of audit due to inclement weather.

Activities and Facilities

Facilities were poor. The library was small and poorly resourced. The two pool tables were donated in the two months prior to the audit; the small fitness room needed newer equipment.

The multi-faith room (mosque and chaplaincy) was used daily.

Catering and Shop

Religious and culturally specific products were purchased through approved suppliers by Aramark. According to detainees, the shop was poorly stocked not only in terms of the provision of alternative items, but also the availability of standard items.

8.8 Summary of findings

Good Practice

- The appointment of a full-time Race Relations Officer with 9 Assistants.
- The introduction and implementation of a zero tolerance policy towards negative behaviour.

- The introduction of a stand alone racial complaints system, including a "cause for concern process."
- The transfer of the monthly race relations meetings into the secure unit to enable detainees to attend the meetings, in addition to advertising the meetings via posters, tannoy announcements ten minutes before the meetings and staff encouragement at all levels.
- The monthly monitoring and assessment of all relevant data.
- The auditing of standards twice annually, which included analysis of all policies and procedures, detainee and staff surveys, exit interviews with staff and detainees, compliance audits by on-site monitoring teams and independent monitoring by the IMB.

Challenges

- The lack of activities and detainee boredom.
- A poorly stocked shop that did not meet demand, particularly for ethnic products.
- A difficult to comprehend tannoy system for non English speakers, (detainees were being called by room number and block rather than name) resulting in their missing telephone calls.

8.9 Recommendations for the Centre Manager

Activities & Festivals

- Create more activities for detainees (sports, educational, arts & crafts, festivals, theme nights etc.).
- Organise outdoor sports activities.
- Invite external groups to organise activities and / or entertain.
- Introduce paid work, where detainees are paid a small wage to clean communal parts of the centres. A credit scheme can be used for this reward practice instead of money.

Shop

- Re-stock the shop adequately to meet standard as well as ethnic product demand.

Menu and Diabetic Detainees

- Obtain a glycaemic index on the food supplied and include this on the menu to help detainees with diabetes to identify diabetic friendly meals.

Health Staff Development

- Arrange for the nurse taking a masters degree in trans-cultural psychiatry to conduct a teaching session for health practitioners needing such training.

Health Promotion Posters and leaflets

- The Medical Centre should obtain medical information and health promotion posters as well as leaflets, which are all freely available in a broad range of languages.
- Develop a 'Health' section in the library and include DVDs for diabetes, heart conditions, blood pressure, epilepsy etc. in a broad range of languages.

- Leaflets on the above conditions should also be placed in each of the Blocks.

Religion

- The Imams should receive a full induction to the Centre and be made aware of how detainees can make complaints and the overall complaints procedures.
- There should be clarity between inter-faith leaders and officers as to the protocol to be followed during prayers and services when officers need a detainee.
- The Imams should be available for greater periods during Ramadan.
- Presents during Eid, like Christmas, should be available and presented to the detainees.
- There should be greater recognition of other religious festivals apart from Christmas and Ramadan.
- There should be a separate room with a telephone for counselling individuals.
- More Qurans should be made available.
- A 3 shelved shoe rack should be placed in the Muslim prayer room.

Complaints

- The GSL complaints boxes should be clearly distinguishable from any other boxes and positioned in the accommodation units.
- A letter acknowledging receipt of the complaint and action to be taken should be sent to the detainee in all instances.

9 Tinsley House IRC



Tinsley House Immigration Removal Centre, Perimeter Road South, Gatwick Airport, Gatwick, West Sussex RH6 0PQ
Tel: 01293 434800 Fax: 01293 423221

Tinsley House is an immigration removal centre managed by GSL UK Ltd on behalf of The Border and Immigration Agency. The purpose built centre, which operates in accordance with Detention Centre Rules (2001) is adjacent to Gatwick Airport and has been in operation since 1996.

Contractor
GSL

Centre Manager
Malcolm Henderson

Race Relations Liaison Officer
Rev Steve Fishpool

Number held

115 on 30 January 2007

Operational capacity

146

"A caring and attentive staff force provide a fair amount of purposeful activity to help the detainees keep active, but this is hampered by a lack of space and human as well as financial resources."

9.1 Executive Summary

Tinsley House IRC, which operates in accordance with Detention Centre Rules (2001) is adjacent to Gatwick Airport and is run by Global Solutions Ltd (GSL) on behalf of the Border and Immigration Agency. It is a short-term removal centre with a detainee population consisting of men, women and families. The purpose built centre has been in operation since 1996.

The centre was found to be performing reasonably well within the custodial environment, however, there were some concerns around the prominence of race relations, the lack of self auditing around discrimination and the use of control and restraint (C&R).

Reception staff were on the whole caring and attentive, however the process of induction and welcome to the centre was inadequate, in comparison to other centres. The video, especially prepared for the centre, was not used, and being out of date, mismanaged expectations. The induction lacked any formal process and an explanation of what bullying & racism meant within the context of centre operations was not forthcoming.

Although there were comprehensive records around the use of C&R in terms of who used it, requested it, or made decisions on single separation and length of stay in the unit, use of the unit per race and nationality was not monitored. This could leave the process vulnerable to allegations of indirect racial discrimination.

Although the complaints procedure was fully compliant with the Detention Service Standards, it seemed to be rarely used and the detainees had little confidence in the system. There was no separate complaints form for race related incidents and there was no evidence to demonstrate that race relations was a high priority for the centre with most detainees not being aware of the RRLO's name, what the policy meant or how it impacted upon their treatment.

On the whole, there were good relations between staff and detainees at Tinsley House IRC; most detainees felt physically safe at this centre. It was observed that 'racist' was a term that was used by the detainees to 'punish' staff as they knew it would get a response, and that racism was never direct, but indirect; from detainee to detainee, detainee to staff and staff to detainee. Dignity and respect for detainees appeared to be lacking. This was evidenced by some officers refusing to allow detainees to lie down during the day, arguing **'if I am up looking after them, then they should be up too,'** and this was the only centre that such an attitude was so overt.

The education centre provided a good standard of ESOL training and arts and crafts, but provision did not include CLAIT accredited classes. There was a serious lack of additional activities; the gym being reasonably well equipped, but the calendar of cultural activities and events lacking genuine input from detainees and staff alike.

Unlike some other centres, detainees were denied access to paid or voluntary work. More formal structured arrangements around earning credits for work would provide the detainees with a sense of self pride and normality within the centre, and this in turn would lead to a culture and atmosphere where tensions around difference, including race, are defused.

Tinsley House IRC should be commended on how the centre was being run on a daily basis, but there was a lack of evidence that race relations was accorded an appropriate level of importance. Key procedures regarding race relations need to be reviewed and strengthened.

Table 41: Centre of Excellence League Scoring

League Position 9			
Centre of Excellence League Scoring Tinsley House IRC			
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	75	
1b	Race Relations Policy	75	
1c	Induction	75	
1d	Removal	75	
1e	Access to external agencies	50	
1f	Visits – opportunity/privacy	75	
1g	Mobiles/access to telephone	75	71.43
2	LEADERSHIP STYLE		
2a	Clear/fair communication	50	
2b	Staff/detainee relationships	50	
2c	Staff training -type/frequency	50	50.00
3	FAITH/CULTURE		
3a	Prayer/worship rooms	50	
3b	Access to religious leaders	50	
3c	Religious celebrations	50	
3d	Culture/faith based cuisine	50	
3e	Multi-lingual library/reading	50	
3f	Multi-lingual entertainment	50	50.00
4	HEALTH		
4a	Well-being/emotional state	50	
4b	Access to doctor/nurse	75	
4c	Understanding of treatment	50	
4d	Efficiency of treatment	50	
4e	Additional health services	50	55.00
5	FACILITY		
5a	Cleanliness and decor	75	
5b	Privacy and detainee dignity	25	
5c	Educational activities	50	
5d	Art activities	50	
5e	Sport activities/facilities	50	
5f	Recreation/socialising	50	
5g	Outdoor recreation	25	
5h	Shop – opening times/stock	50	
5i	'Lock-up'/meal times	50	47.22
	TOTAL AVERAGE SCORE		54.73

9.2 Audit Population Profile

Table 42: Tinsley House IRC Detainee Population Interviewed

Tinsley House IRC Detainee Population Interviewed 30-31 January 2007		
Nationality	Total %	
Algerian	5	
Cameroonian	11	
Congolese	5	
Iranian	5	
Iraqi	5	
Jamaican	16	
Kenyan	5	
Moroccan	6	
Somali	6	
Sri Lankan	5	
Tanzanian	5	
Turkish	16	
Ugandan	5	
Zimbabwean	5	
Total Detainees Interviewed	100	

Table 43: Tinsley House IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	32
Less than one month	42
1-3 months	26
3-6 months	0
6-12 months	0
12 months +	0

Table 44: Tinsley House IRC Interviewees Per Religion/Belief

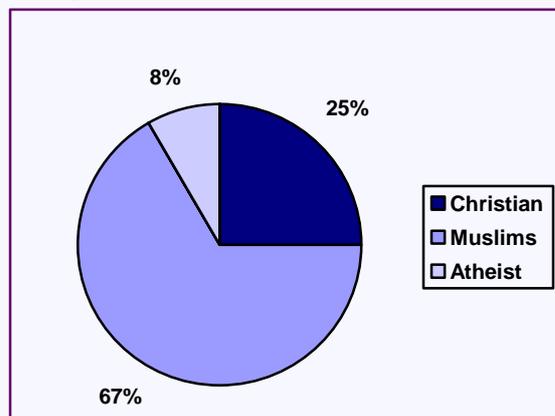


Table 45: Tinsley House IRC Interviewees Per Age Group

Age Group (yrs)	%
16-24	26
25-34	31
35-44	27
45-54	16
55+	0
Unknown	0

9.3 Policies and procedures

Promotion of Race Relations

Photographs of the RRLO and his team were located on notice boards around the centre, as was the Race Relations Policy in the 9 different languages spoken within the centre.

Overt racism was dealt with quickly, but indirect racism was often missed. Much of the racist behaviour witnessed was from detainees to staff.

The RRC meetings were chaired by the RRLO and were attended by the Catering Manager, an IMB representative and the Education Manager. Complaints and action plans were regular agenda items. Minutes were taken, maintained on file and copied to the Centre Manager.

The RRLO had been trained to prison standards on investigations and race relations, although no formal record of this training, which are held on file, were made available to the auditors.

All operational activities were being monitored for ethnicity, but there was no evidence of how this monitoring was being used.

Complaints Procedure and Complaints Log

'Complaints against detainees are not taken seriously.' This comment was made by a member of staff, who had complained about a detainee. Staff did not appear to have much faith in the system.

The Complaints Form in use at Tinsley IRC was the DCF9 (Amended). The forms and envelopes were routinely accessible and were placed near the deposit boxes. Forms were available in 21 languages. The information leaflet was also easily accessible and close to the complaints box. An additional box for racist complaints was situated outside the library and was clearly marked.

Complaints were collected by the Duty Officer on a daily basis and passed on to the Centre Manager. The Centre Manager's PA was responsible for acknowledging receipt of complaints and personally delivering acknowledgement letters to the Control Room, from where they were delivered to the detainee. All complaints were recorded on the electronic Complaints

Register by the Centre Manager's personal assistant, and given a reference number. If the complaint was of a racist nature, the Centre Manager, Contract Monitor, on site BIA representative and the RRLO were all informed, before the RRLO carried out a full investigation.

Observations

An examination of the complaint register for the period January 2006 to December 2006 highlighted only two complaints of a racist nature. In one incident a complaint of alleged swearing by an officer was received on 8 August 2006 and the detainee left the centre two days later. However, under the heading 'Brief Outcome of the Case,' it was stated that the detainee was seen by an investigating officer and was content that the manager would be spoken to, to ensure that there would be no repetition of the incident.

The other incident relating to alleged racist comments by an officer was received on 21 Aug 2006 and passed to an investigating officer on the same day. However in this instance, there was no action recorded. Other than the entries in the register, no other paperwork for audit trail was available.

It would appear that neither incident was brought to the attention of the RRLO. This observation was supported by the fact that there was no indication in the complaints register to suggest that the RRLO had been informed at any stage of the procedure. This supported the fact that until Jan 2007, racist incidents were not investigated by the RRLO.

Under the revised procedure for investigating a racist incident, the RRLO now re-logs all racist complaints, distinguishing them from other complaints and maintains updated records.

With regards to the two incidents, which were investigated by the RRLO in 2007, one has been informally resolved and the other is still ongoing. In the latter case, documentation on file included the detainee's complaint, statements taken from the officer involved, other witness statements and a transcript of an interview held between the RRLO and the officer. Also included was a letter of findings and recommendations for the attention of the Centre Manager. This is a far more comprehensive investigation than the previous system and should be maintained.

Arrival in Detention

The observed efficiency in dealing with new arrivals at reception was average and at times poor. The audit team witnessed how a mother with a 10 day old baby and 3 young boys waited in reception for an hour, until her paperwork was faxed over to the centre.

Language and Interpreting services

The services of Language Line were used on occasions, but detainees were commonly asked to interpret for each other.

9.4 Leadership style

Officers and staff believed that problems occurred when the regime was too flexible. The overall philosophy was that boundaries needed to be set, in order for detainees to know who was in charge. This approach may have contributed towards strained relationships between staff and detainees.

Detainee Relationships

Detainee and staff relationships were generally quite good, but when one member of staff was asked how one should treat a detainee, the response was: *'like a 5 year old.'* This in essence summarized that person's attitude towards detainees, and was not in keeping with the standards of treating detainees with 'dignity and respect.'

Staff Training and Related Record Keeping

The RRLO created the race and faith training package for staff, which was updated annually. HR maintained a record of who had been trained.

9.5 Faith and culture

The RRLO/Religious Affairs Manager was not present for interview and no information with regards to faith and culture was made available for audit.

9.6 Health

General wellbeing

Detainees appeared to be frustrated, with very little to do outside of organised activities. They were engaged with only at certain times of the day such as during education, arts and crafts classes and sports activities. After these times, they were left on their own.

Communication with the outside world was quite good. Access to telephones was adequate, with public telephones available in hall ways. Mobile phones were permitted and pagers were provided.

9.7 Facilities

Activities and Facilities

The activities were poor due to a high turnover in staff resulting in priority being placed elsewhere.

Educational Activities

Educational activities were limited to the teaching of English as a foreign language. Arts and crafts, beadwork, drawing and sculpture, were being facilitated by the Education Manager as other staff had left or were in the process of leaving.

Sports and Health Activities

The gym was well utilised but inadequately equipped. The audit team did not observe other activities.

Library and Cultural Activities

Both the library and computer room were very well resourced, but were only open on a part-time basis due to staffing constraints.

Catering and Shop

The shop was reasonably stocked with standard items, but there were no ethnic items or foods, and neither was evidence seen of willingness to go out and purchase products for detainees.

9.8 Summary of findings

Good Practice

- Lunch was a disguised roll call. This practice was good as detainees did not feel they were being treated as prisoners.
- Overt racism was dealt with quickly.

Challenges

- Relationships between staff and detainees were strained, with there being little respect to and from both parties.
- Indirect racism was often missed.
- Detainees themselves were openly racist towards staff.

9.9 Recommendations for the Centre Manager

Staff Training & Education

- Work with an external agency to devise race and cultural awareness training to assist in changing how staff relate to detainees.
- Create a coaching / mentoring system so that the members of staff that demonstrate an appropriate way of dealing with detainees can educate the other members of staff.
- The RRLO must develop a full training package on race and culture, which should include cross-cultural communication. This and refresher training should be delivered to all centre staff and members of organisations or agencies working within the centre.
- The RRLO must maintain a log of who has received race and culture training and when, in order to ensure that everyone is trained regularly, at least once a year.
- The RRLO must look to utilise external and internal support when creating these training packages and up-date them annually so that training is not repetitive, but includes new legislations or awareness and challenges.
- Ensure that G4S and other operators are also involved in the training, so that there is a consistent approach to treating detainees.

Complaints

- The RRLO should be involved in the investigation of all racist complaints where appropriate. In circumstances where it is decided that the investigation should be conducted by an external agency, the RRLO should be informed so that accurate records can be maintained.
- All incidents resolved through conflict resolution should be properly recorded and filed. The record should include a statement of agreement to the outcome signed by the detainee.
- The Centre Manager should 'sign off' all other investigations conducted by the RRLO or investigating officer. Any letter detailing action, recommendations and outcomes should

also be copied to the RRLO for inclusion on the detainees' file.

- A strong lead from the top on race relations needs to be more evident.
- Risk assessment on both formal and informal policies, procedures and processes should be regularly carried out to identify any potential racial discrimination and clarity around what is acceptable in the centre with regards to bullying and racism.
- The policy on bullying and racism should be included in a more in-depth induction, possibly including support from other detainees to encourage an environment where detainees and staff are working together.

10 Yarls Wood IRC



Yarls Wood Immigration Removal Centre, Twinwoods Road, Clapham, Bedfordshire MK41 6HL

Tel: 01234 821000 Fax: 01234 821152

Yarls Wood is an immigration removal centre run under Detention Centre Rules (2001). The centre is situated on the outskirts of Clapham, Bedfordshire and was originally opened in November 2001. In February 2002 half of the building was damaged by fire - the undamaged half was re-opened in September 2003.

Contractor

GSL

Centre Manager

Andy Clark

Race Relations Liaison Officer

Errol Robinson

Number held

328 on 7 March 2007

Operational capacity

405

"Whether it was the Christian mother thanking God for the stoicism of her 12 year old son, or the words "In sa' Allah" added to the fervent prayers of a traumatized Muslim family, faith at Yarls Wood IRC, where detainees were encouragingly referred to as 'residents,' lifted spirits and gave hope where there were no answers."

10.1 Executive Summary

Yarls Wood IRC is a purpose built immigration removal centre run under Detention Centre Rules (2001) and managed by GSL UK Limited on behalf of the BIA and is currently the main removal centre for women and families. The centre is situated on the outskirts of Clapham, Bedfordshire and was originally opened in November 2001 to house up to 900 detainees. In February 2002 half of the building was damaged by fire. The undamaged half was re-opened in September 2003, with an initial capacity of 60 detainees, which was expanded to 120 in August 2004 and eventually to the current operational capacity of 405 detainees.

There was low staff morale and motivation at Yarls Wood IRC, due to the impending change of contractors, from GSL UK Ltd to Serco. Staff were worried about possible redundancy, shift pattern and procedural changes. These pressures contributed to a lack of commitment to race relations by the SMT.

The role of the RRLO was restricted to one day per week, with the rest of his contracted hours being devoted to shift management. Up until 2 years ago the induction pack and process did not even mention race relations. However, as the position is becoming increasingly more important across the estate, it may be necessary to create a full-time position at Yarls Wood IRC. The RRLO has voluntarily established a relationship with other Race Relations Officers in the police and military to provide support and ideas.

The multi-faith team was very prominent at Yarls Wood IRC and was well resourced, with 10 members from all faiths. 70% of detainees were Christians from varied denominations and 30% belonged to other faiths. Faith at Yarls Wood IRC appeared to be of more importance to detainees than at other centres within the estate. The prayer rooms were used often and many of the detainees, who preferred to be interviewed in their rooms, were found to be praying or reading their religious books.

There was much tension between detainee ethnic groups, and forums were not held in order to defuse or to ascertain the reasons behind disagreements. This was primarily due to the limited time the Officer could devote to his RRLO duties. Lack of understanding of cultural differences did at times escalate into situations where there was staffing cost implications, such as the incident when a CCTV camera operator declared a riot in the library, but when staff arrived, they only found Jamaicans playing checkers. Their loud speech and slamming of fists on the table had been interpreted as aggressive behaviour. These hidden costs in staff time could be diverted to the RRLO's post, where a full-time position would create the time needed to alleviate tensions and spread awareness of cultural differences.

DCF9 complaints forms, translated into 21 languages, were available from the library and laundry rooms out of camera and officer sight. An envelope for the posting of complaints was provided next to the forms. The procedure was generally trusted by detainees and confidentiality was maintained.

Healthcare was provided by an external agency. Parents were generally satisfied with the medical attention that their children received. Anxieties centred around parents not being able to get the correct milk formula and nappy sizes for their babies, and not around medication or lack thereof.

Mobile telephones were available for detainees and these afforded contact with the outside world.

Visits from Befrienders, the external agency that supports detainees were highlighted during induction, but this organisation was perceived to be under the control of officers and therefore not to be trusted.

Activities centred around the faith rooms, chapel and religious activities. Minimal requirements under the contract were met for educational and sports activities. Activities for children and young people were organized by the teachers and youth leaders and were of a high standard. Teaching, nursery and youth leader staff were very committed and enthusiastic. The activities which they provided for the children, helped to relieve anxieties and provided as near a normal routine as possible at the centre.

There was no requirement for the school to be registered with Ofsted. Crane Nursery, however, was registered with Ofsted in March 2005 to care for 20 children of age range 6 weeks to 5 years and had undergone satisfactory Ofsted inspections since that time. Although understaffed (parents were required to stay with their children if numbers went above the level of staffing) the nursery was being run efficiently at the time of audit. All detainees had equal access to the nursery facility and the environment was supportive of children from all nationalities and non-English speakers.

When asked what they enjoyed best at the centre, all children responded 'school' first, followed by 'youth club' and 'library.' When asked what they liked least the feeling of being 'in prison' was the top answer, closely followed by 'the food.' There was a children's forum



with minuted meetings held once a week. The meetings were attended by representatives from the children, the teachers and youth leaders. Copies of minutes were given to the Children's Services Manager and other managers, such as the Residential Manager and the Catering Manager if their department came under discussion. Common items of the agenda were catering, activities, clean bedding, use of library, computer room and youth club. Action was commonly followed up with issues being resolved satisfactorily.

Induction at Yarls Wood IRC was very thorough. A tour of the facilities was given, followed by an introductory talk, video presentation, a question and answer session and in the case of the family unit, an additional talk and introduction for the children by the Youth Leader. In addition to the compact, a 'welcome to Yarls Wood IRC' leaflet (there was a separate one for children) a clothing request form, immigration interview request, list of immigration solicitors, the house rules and race relations policy statement were also given to detainees.

A major concern was that families spent a larger part of their time in their rooms and only came out of the rooms at mealtimes or when children went to nursery, school or youth club. This self-imposed isolation, a way of trying to hold on to family life within the detention centre, could have been the reason for depression in some of the families that were interviewed.

Table 46: Centre of Excellence League Position

League Position 4			
Centre of Excellence League Scoring Yarls Wood IRC			
1	POLICIES AND PROCEDURES (translation and access)		AVERAGE SCORES (Per section)
1a	Complaints–policy/form/box	81	
1b	Race Relations Policy	75	
1c	Induction	81	
1d	Removal	81	
1e	Access to external agencies	69	
1f	Visits – opportunity/privacy	71	
1g	Mobiles/access to telephone	89	78.14
2	LEADERSHIP STYLE		
2a	Clear/fair communication	63	
2b	Staff/detainee relationships	56	
2c	Staff training -type/frequency	49	56.00
3	FAITH/CULTURE		
3a	Prayer/worship rooms	68	
3b	Access to religious leaders	63	
3c	Religious celebrations	56	
3d	Culture/faith based cuisine	81	
3e	Multi-lingual library/reading	81	
3f	Multi-lingual entertainment	81	71.67
4	HEALTH		
4a	Well-being/emotional state	56	
4b	Access to doctor/nurse	75	
4c	Understanding of treatment	62	
4d	Efficiency of treatment	56	
4e	Additional health services	50	59.80
5	FACILITY		
5a	Cleanliness and decor	93	
5b	Privacy and detainee dignity	63	
5c	Educational activities	74	
5d	Art activities	62	
5e	Sport activities/facilities	81	
5f	Recreation/socialising	75	
5g	Outdoor recreation	68	
5h	Shop – opening times/stock	63	
5i	'Lock-up'/meal times	62	71.22
	TOTAL AVERAGE SCORE		67.36

10.2 Audit Population Profile

**Table 47: Yarls Wood IRC Detainee Population Interviewed
7-9 March 2007**

YARL'S WOOD IRC Detainee Population Interviewed 7-9 March 2007		
Nationality	Total %	
Algerian	3	
Angolan	6	
Cameroonian	6	
Congolese	6	
Ethiopian	6	
Ghanaian	3	
Greek	3	
Iranian	3	
Jamaican	9	
Macedonian	3	
Nigerian	19	
Pakistani	12	
South African	6	
Stateless	3	
Turkish	6	
Ugandan	3	
Ukrainian	3	
Total Detainees Interviewed	100	

Table 48: Yarls Wood IRC Interviewees Per Length of Stay

Length of Stay	%
Less than one week	53
Less than one month	26
1-3 months	9
3-6 months	12
6-12 months	0
12 months +	0

Table 49: Yarls Wood IRC Interviewees Per Religion/Belief

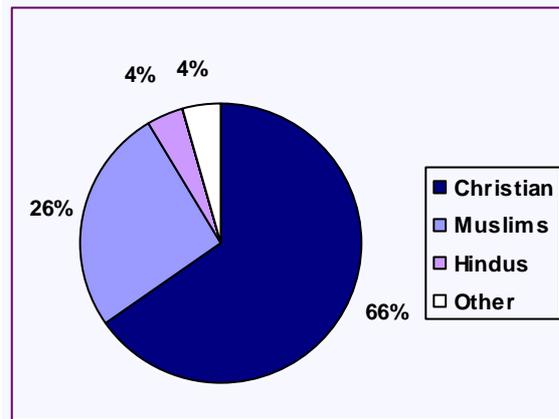


Table 50: Yarls Wood IRC Interviewees Per Age Group

Age Group (yrs)	%
5-15	16
16-24	16
25-34	50
35-44	16
45-54	2
55+	0

10.3 Policies and procedures

Promotion of Race Relations

The lack of priority for race relations was evidenced by the fact that the RRLO's post was a part-time one, displays of race relations details lacking prominent positions on notice boards and RRC meetings not being chaired by the Centre Manager.

Although management had provided a RRLO as per the standards, the role was limited to one day a week. This was not enough time to dedicate to a role which in practice, required full time commitment, in order to ensure that discrimination by staff, detainees, or any visitor to the centre was eliminated and that race equality was sufficiently promoted.

Despite requests, RRC meetings were rarely attended by all departmental heads and SMT or the Centre Manager. Posters were displayed to encourage detainees to attend the meetings, but were not supported by other activities to encourage involvement.

Due to a number of meetings having similar agenda items, the Centre Manager merged several meetings to create the Yarls Wood IRC Race, Faith, and Cultural Awareness team. This group meets once a month and comprises of the RRLO or Deputy RRLO, the Head of Regimes and an IMB representative. Copies of the minutes of this meeting were filed and circulated to the Centre Manager.

Minutes from these monthly meetings demonstrated that there was group discussion around issues of race, faith and culture. However, it was apparent that very few meetings had taken place where all departmental heads had attended. The meetings were not given the same level of importance attached to other meetings where a member of the SMT or the Centre Manager was always present.

Any racial incidents are highlighted by the RRLO to the team and they are discussed, along with any other areas of concern. The minutes are kept in the Race, Faith and Cultural Affairs folder in the Centre Manager's secretariat.

In both the female and family reception areas copies of the UKIS Race Relations Policy Statement were translated in approximately 8 languages. There were also copies of the Yarls Wood IRC Race Relations Policy Statement, and the Yarls Wood IRC racial complaints procedure with some limited translations.

Complaints Procedure

There was no standard understanding of what a racist complaint or behaviour was amongst staff. There were many 'staff on staff' complaints. An Asian staff member was accused of being racist for talking in his language as other members of staff thought that he was talking about them. This was an on going problem. Banter and name calling amongst staff was common, with some staff members taking offence.

Complaints boxes were mainly sited in the laundry rooms where complaints could be lodged with full privacy and confidentiality.

Complaints boxes were being emptied by the designated officer and all complaints passed on in their envelopes to the Complaints Clerk. If the complaint was of a racist nature, the RRLO or his manager carried out the investigation.

Monitoring and Reporting

Monitoring and evaluation of procedures and practices was limited and rarely detailed.

Monitoring of BME detainees is not considered beneficial and when it was carried out, the data collected was not used for decision making or to implement change.

BME and women were under-represented in the staff force when compared to the local population, and there was no targeted recruitment of these groups.

Self Audits and Risk Assessment

There was a dedicated Self Audit Team, but audits against contracts and race relations operating standards, although carried out, were not investigated with sufficient detail.

Arrival in Detention

The reception area was comfortable. Detainees were kept occupied with television programmes whilst staff dealt with their paperwork. Unlike at other centres, there was a measure of flexibility at Yarls Wood IRC, in that detainees were allowed into reception, to avoid the cold outside, before their papers were faxed over. However the process was slow and the IT system did not allow for returning detainees to be re-entered with ease. With so many failed escorts, having to re-log failed deportees as new detainees proved frustrating for staff and detainees alike.

Induction

The induction process was quite extensive and included a tour around the centre, video introduction and talk by an Officer and in the case of the family wing, a Youth Leader. However the RRLO was not mentioned by name or introduced and detainees were made to sign the compact even if they had not read or understood it. The induction process appeared to be too long and in too great a detail for newly arrived detainees, who were possibly shocked by their detention and often a mother with small children.

Language and Interpreting Services

Amongst the languages spoken by staff were Albanian, Romanian, Italian, Spanish, Urdu, Punjabi, Portuguese and French. Staff were frequently used for interpreting and Language Line was not often used.

10.4 Leadership style

Staff appeared to be very busy within the centre, and at times too busy to engage with detainees. There was much chatting and banter between staff, but not much communication with detainees, other than the children who felt that **'staff were the best thing about the centre.'** It may have been possible that staff were reflecting the SMT approach.

Staff Training and Related Record Keeping

Training was controlled by a separate department, although the RRLO designed and delivered the race training. The training department kept the log of who has been trained. It was easy for people to 'slip through the net' as the system was not automated and it was outside the control of the RRLO.

In addition to the training package, The RRLO has devised a booklets on different cultures, with information about the country and cultural customs. This additional training information can be found in folders around the centre and in the libraries for staff to access.

The signed refresher Race Relations course attendance sheets had many gaps, reflecting a flawed recording system for monitoring training delivery. Under the current system staff training requirement can easily be missed, and anecdotal evidence indicates that some staff have not received race training for up to four years. The system needs to be more efficient, in order to accurately record the training records of all staff.

Refresher training in C&R and child protection were commonly given, but there were no refresher courses in race or cultural awareness.

10.5 Faith and culture

Diversity of Religion

There is a dedicated multi-faith team. Faith appears to be more prominent at Yarls Wood IRC than race. Support and resources were given to faith. This was even demonstrated in the visitors' hall where certain areas are dedicated to each religion.

The Multi-Faith team is very prominent at Yarls Wood IRC. This team has 10 members from all faiths and is well resourced. Some members of this team are paid for their contribution and some are volunteers, paid only expenses or for a few hours a week, but all do more than they are paid to do, and provide service for approximately 40 hours a week.

The post of Religious Affairs Manager was still vacant at the time of audit, but efforts were being made to appoint a suitable candidate.

The multi-faith team were prominent, proactive and active throughout the centre. They held services and prayer sessions regularly. Emphasis was placed on faith in the wings. Public groups and private one-to-one counselling sessions demonstrated the positive impact of the chaplaincy.

Culture and race, however, only have a display of importance in Crane Wing where the dominant factor is education around festivals for children.

The RRLO attends all faith meetings. The General Manager of Aramark (food supplier) is invited and attends most meetings, and a detainee representative has attended all meetings for the past 18 months.

10.6 Health

General Wellbeing

The Welfare Officer was very busy and was highly commended by the detainees who were interviewed.

Detainee Relationships

Common staff opinions regarding gender

'Women know how to use the complaints procedure and will use it.' 'Females will scream and shout out to attract attention, more so than a male.' 'The women know their power and use it.' 'Returns from deportation are common here as women know if they disrobe in the airport or in the reception they will not be made to go.'

Common staff opinions regarding race

'If they were white they would be treated with more discipline.' 'Well lets face it, if it was a UK white population in here, it would be a much tougher regime, but because of race relations there is the fear factor which causes paralysis and a softer approach.' 'This is our taxes they are spending.'

The above sentiments, all cause for concern and awareness training, were expressed by members of staff. Male staff had difficulty in coping with these situations, especially those who were young and without the life experience or awareness to deal with such situations. The danger of becoming "conditioned" was discussed in training, but evidently this was not enough to counteract perception.

Healthcare Team

Healthcare was being supplied by an agency team.

Visits and Correspondence

The visitors' centre had shrines for each religion. This demonstrated the importance of faith at the centre.

Use of Telephones

Communication at Yarl's Wood IRC was well managed. Personal mobile phones were allowed in the centre. These could be bought from the shop or hired for a charge of £2. There are telephones on each wing and detainees are given pagers.

10.7 Facilities

Activities and Facilities

A wide variety of cultural and religious activities were hosted, usually by the multi-faith department. The last celebration was the Holi Festival (Festival of Colours), the Hindu spring festival. Detainees were given paint and coloured salts to decorate areas within the centre.

More activities were needed in the afternoons and evenings as this is the time when the women were more active and needed more entertainment.

Detainees were encouraged to choose the colour of common rooms and to paint them. They also chose the paintings and wall decorations, and painted maps and flags of their home countries in the corridors.

Educational Activities

There were very little activities for adults, but a school with 3 classes was in operation. Due to lack of resources, the school just provided tuition for children so that they did not fall behind their peers whilst in detention, and could not provide a full curriculum. There was also a nursery facility for babies and toddlers.

Accommodation

The accommodation was in good decorative order and very clean. The only concerns with accommodation expressed by detainees were that male officers appeared to have a habit of knocking of female detainees' rooms and walking in before there was a response. Several detainees complained of male officers walking in on them in a state of undress or in bed. This highlighted a need not just to implement best practice, but for gender, cultural and faith awareness training.

Sports and Health Activities

The sports hall had a timetable of activities, which were well attended. The children and youth activities such as the youth club were very popular and greatly enjoyed by the children.

Library and Cultural Activities

The library in each wing was very small, but had adequate fiction, non-fiction and reference books in different languages. There was much information, perhaps the most within the estate, about the process of applying for asylum in the UK, not just in English, but a variety of other languages as well.

Even though there were activities for children and youth during the evenings and at weekends, according to detainees provision for adults was minimal during these times. There was a need for activities to reflect the needs of the centre population, particularly at weekends.

Paid Activities

Paid activities would provide detainees with a sense of purpose. Most of their spare time was spent in the chapel.

Catering and Shop

Each wing had its own dining room with a menu plan.

There was a standard shop for those with less privileges and an enhanced one for those on full privileges. The system was that everyone starts on enhanced privileges which then get taken away if they do not comply with the compact rules. The shop had a good range of religious items, mats, prayer beads etc and there was also a limited amount of ethnic products.

10.8 Summary of findings

Good Practice

- Detainees were allowed to choose the colour schemes of communal parts and to decorate the centre.
- Detainee complaints were taken seriously and acted upon speedily (evidence seen in both female and family units)
- The translation of all information on notice boards was uniquely displayed and easily accessible.
- The Multi-Faith Team was very active and greatly appreciated by detainees.

Challenges

- Detainee awareness of the RRLO and race relations was poor.
- There was a low race relations profile at the centre.
- Lack of cultural, race and faith knowledge (e.g. onions not being allowed on a Friday by Hindu's) caused problems for kitchen staff.
- Young male staff needed more awareness training around gender issues.
- Behaviour by officers which could be interpreted as racist (e.g. staff banter, one detainee recalled an incident involving a pregnant black woman who was standing in the dinner queue when she realised that she had forgotten her card. On her return, she was made to get to the back of the queue by an officer. The same officer allowed a white girl to join her friends at the front of the queue a little later on.)
- It would be advantageous for harmonious relationships within the centre to address the needs of longer staying detainees in terms of educational and paid activities.

10.9 Recommendations for the Centre Manager

Prominence of Race Relations

- Make the RRLO role the stand alone role of a departmental head, with a dedicated team and deputy. The SMT and Centre Manager should show support for the RRLO and deputy RRLO within the centre and insist that departmental heads attend relevant meetings. Ensure detainees who do not speak or read English have equal access to the RRC meeting and input on how the centre is run, by establishing an incentive or reward scheme for attending. Ensure that the meeting minutes are available to all staff and detainees in the libraries and on the internet. Hold detainee forums, prior to the main RRC meeting, with different detainee groups, so that the agenda can also include items of their concerns.
- The RRC meetings should be chaired by the Centre Manager, who should lead by example to emphasise the importance of Race, Faith & Culture within the management of the centre.
- There should be a formal auditing of the use of areas within the centre by different ethnic groups and nationalities to determine trends.

Complaints

- The RRLO should have more authority over the incidents, complaints and action points, with the role being an authoritative one on race.

Training

- The training needed up-dating in order to become more relevant for the detention centre. It needs to become more inclusive, activity based with follow up and should also include other diversity aspects like gender and sexuality. The RRLO needs assistance in this area to create a more appropriate package for all.
- Ensure that a prison standard training in inter-personal skills, body language and cultural communications is provided for all staff.
- Training should be annually up-dated, be more diverse, reflective of changing legislation, and include the Ofsted recommended race, cultural awareness and equal opportunities training as well as refresher courses for the teaching and nursery staff.
- IMB members should be encouraged to attend training so that they are educated to the appropriate standard around issues of race, faith & culture, with a similar outlook to the centre.
- Some of the younger male staff were too inexperienced to understand female or cultural needs, for example young male officers opening doors when women might be praying, or in the shower. There is a need to provide awareness training, mentoring or coaching / shadowing of more mature members of staff, for younger staff members.

Induction and Languages

- Expand the languages, which are available for detainees to include those suitable for the detainee population.
- Revise the induction presentation, so that it is of the right length and content for the audience.

- Add photographs of the Race Relations Team to the induction pack and on notice boards.
- Have the RRLO or assistant, present at all inductions.

RRLO

- Make the RRLO's role a stand-alone role with a dedicated team and a deputy. The RRLO's team should be a stand-alone department with direct access to the Centre Manager, not a 'bolt-on' to the Head of Regimes.
- Provide prison standard investigation training for large as well as small investigations.