



**The Independent Monitoring Board
HMP Bristol**

**Annual Report
1 August 2011 – 31 July 2012**

Section 1

STATUTORY ROLE OF THE IMB

1. The Prisons Act 1952, and the Immigration and Asylum Act 1999, require every prison and IRC (Immigration Reception Centre) to be monitored by an Independent Board, appointed by the Home Secretary, from members of the community in which the prison or centre is situated.

The Board is specifically charged to:

- a. Satisfy itself to the humane and just treatment of those held in custody within its prison and the range and adequacy of the programmes preparing them for release.
- b. Inform promptly the Secretary of State, or any official to whom he has delegated authority, as it judges appropriate, any concerns it has.
- c. Report annually to the Secretary of State on how well the prison has met the standards and requirements placed on it and what impact these have on those in its custody.

Section 2

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Section 3

DESCRIPTION OF THE PRISON

2. HMP Bristol is a very busy Category B local, adult male, prison. The operating capacity at the end of the reporting year was 614, including a small number of young adults. Capacity was increased to 664 for a short period earlier in the year in response to the pressure on prison accommodation resulting from riots in London and other urban centres.
3. The establishment is in the district of Horfield which is a mostly residential area with local amenities. The prison was built in the mid 19th century, although B and C Wings were added in the 1960s. The prison has its own Healthcare Wing although its in-patient facility was reduced recently as the prison moved to a model of care delivered on the wings. One residential wing is dedicated to integrated drug treatment, with a capacity for 142 prisoners. A safer custody unit, located on D wing, accommodates prisoners assessed as needing additional support.
4. The prison's strategic management team consists of the:
 - Governing Governor
 - Deputy Governor
 - Head of Residence
 - Head of Assessment & Allocation
 - Head of Reducing Reoffending
 - Head of Security
 - Head of Business & Operations
 - Head of Corporate Services
 - Head of IDTS (Integrated Drug Treatment System)
 - Head of Safety & Equalities

EXECUTIVE SUMMARY

Particular Issues Requiring a Response from the Minister

5. The continuing requirement to make financial savings is adversely affecting many aspects of prisoners' lives. Staff availability is at the heart of a number of the concerns raised in this report. While the budget for this reporting period remained the same as last year, the long-term budgetary cuts have had a detrimental impact on the provision of meaningful employment and other purposeful activity.

Particular Issues Requiring a Response from the Prison Service

6. During this reporting period five prisoners have been incarcerated in segregation for a considerable amount of time and in respect of three of these prisoners IMB has written to the Regional Custodial Manager expressing concern that they have been held in the Unit well in excess of three months.

Issues of Concern

7. Last year's report contained the following concerns:

Of Concern, 2010-2011	Present Situation
Shortages in prisoners' Kit	Shortage of some items continued to the end of 2011, reflected in complaints from prisoners and staff. The situation improved considerably in early 2012, although there are still occasional shortfalls in supplies from HMP Leyhill which will continue to be monitored.
Washing machines and dryers frequently out of action	This year there have been fewer reports of washing machines and dryers having broken down. However, there have been lengthy delays in mending washing machines located in the kitchen and on C Wing, hence remand and enhanced prisoners have been unable to wash their own clothes.
Wing cleaning (hygiene materials) inadequate	Shortages continued through to the end of 2011. The supply increased in 2012 and the Board has not identified this as a concern this reporting year.

- a. This reporting year, the Board's concerns are:

Of Concern, 2011-2012	Present Situation
Staffing levels on residential wings	Increased levels of sickness, the Work/Life balance programme, flexible working and a relatively high number of prison officers on restricted duties, have had adverse effects on many aspects of prisoners lives including: cancellation of some workshops, gym induction and courses (including 'Fathers Inside' and the Dyslexia programme); weekday association times reduced for some prisoners; insufficient time to respond to prisoners' queries and concerns, and their resettlement needs (para. 37).

External areas of the prison	Some external areas of the prison – one of the main thoroughfares and behind the residential blocks – are frequently littered with food waste, discarded clothing and other debris. The Board considers that more effort is required both to discourage prisoners from throwing waste from the windows and to clean these areas more regularly.
Workshops	There continues to be a shortage of skilled work and vocational training. The Board is concerned that too few prisoners are able to access meaningful work, such as the PICTA workshop (para. 12), which will help them gain employment on release.
First Night Centre	With the phasing out of the First Night Centre for newly arrived prisoners in February 2012 new arrivals are accommodated throughout the prison. The provision is under review and prisoners still receive a first night 'service'. The Board is concerned, however, that currently prisoners do not receive the high standard of support and advice during their first 24 hours in custody formerly provided by a dedicated Centre, especially in view of the pressure on wing staff noted above.
Diversity and Equality (E & D)	Redeployment to general wing duties of dedicated staff has resulted in reduction in the quality of E & D support work (para 9). Workshops available to vulnerable prisoners have ceased to function (para 11).
Visitors Booking line	Visitors are reporting difficulty in making visiting arrangements. IMB checks on the booking line confirm that it is often closed/automatic cut off at times when the prison website states that bookings can be made. This concern was reported in the IMB 09/10 annual report.

Overall Judgement

8. While recognising the need for efficient use of human resources, the Board has seen a marked reduction in staffing availability during the second half of the reporting period - particularly on the residential wings - giving rise to frequent complaints from staff (including Wing Supervisors). In recent years the Board has noted a progressive improvement in staff/prisoner relationships and it is crucial that this should not be jeopardised by the current difficulties. Shortfalls have had adverse consequences for prisoners' daily routines, contact with staff, association time, and ability to access purposeful activity. The recently appointed Governing Governor has assured the Board that she and the Senior Management Team are addressing these concerns and she expects to achieve significant improvement in staffing levels by the end of the year. The Board will continue to monitor the situation.

EDAT (Equality, Diversity and Teamwork)

9. Bristol is a large local prison located within a multi-cultural and vibrant community. Members of the community visit the prison to promote awareness-raising and share good practice. Equality across the prison is addressed in various forums and monitored during the EDAT (Equality, Diversity and Teamwork) meetings. IMB are sent minutes from these meetings. During the reporting period the Board was concerned to note that the two officers who had specific responsibilities for Equalities and Diversity were re-deployed to general wing duties. This seems to have adversely affected the quality of some E & D support work. Examples are: unavailability of staff to escort members of the UK Border Agency to meetings with prisoners,¹ and the failure to meet targets set by the Disability Liaison Officer.
10. During the early part of the reporting period, for six months, Bristol held a prisoner who was undergoing treatment for her gender dysphoria. While, initially, staff on the VP unit reported her to have 'settled in', as her continuing medical treatment moved her further towards femininity, she claimed on many occasions to be subject to frequent sexual approaches from other prisoners and the wing layout (e.g. showers) made it hard for her to preserve her decency. She had raised concerns with the IMB over her treatment during transport outside the prison to consultants. Equality of opportunity in this area is a challenge for the prison and wider prison estate. There are, however, aspects of 'decency' that need to be addressed.
11. Vulnerable Prisoners also require equality of opportunity in all aspects of the prison regime including: education, training, and meaningful employment during 'out of cell' time. Throughout the prison, the management and staff make considerable efforts to meet this need. Despite space and safety pressures, the kitchens continue to provide a separate teaching space adjacent to the main food preparation area where education and training can take place for vulnerable prisoners. However, during the reporting period, workshops where Vulnerable Prisoners were working have ceased to function.

Education, Learning and Skills

12. The Learning and Skills function includes all contracted learning and skills provision under the Offender Learning and Skills Service (OLASS) contract, the Prison's Information and Communication Technologies Academy (PICTA), the Library and the Chaplaincy. The contract holders (Strode College) are responsible for developing accredited learning opportunities and ensuring that prisoners can gain nationally recognised awards through any work placement. The function is seen as integral to the prison's objective of reducing reoffending.
13. Since August 2011 outreach facilitators have contributed towards the provision of literacy, numeracy and employability skills. During the reporting year, the prison has introduced a weekly workshop, delivered by a team of trained community volunteers, for prisoners whose initial basic skills assessment indicated possible dyslexia.
14. There are other notable achievements such as the Prison Service's PICTA workshop which offers qualifications such as the European Computer Driving Licence (ECDL) to Level 2; and Information Technology Essentials, which can put prisoners in a position on release to set up their own computer repair business. Other examples are the Lifecycle UK bike repair project and the Astroturf Yard, which is used to good effect in prisoners' rehabilitation on detoxification programmes. It is, however, disappointing to note that the Woodwork Shop is currently out of use, although it remains fully equipped. This facility could offer valuable opportunities for prisoners to practise and develop craft skills. In contrast, work available in the Appella workshop, where plumbing parts are assembled, seems monotonous and

¹ The UK Border Agency has now been allocated keys, which obviates the need for escorts.

unchallenging.

15. The latest OLASS contract (known as 'OLASS 4') is due for implementation in August 2012 and will see the introduction of a new provider, Weston College, in place of Strode College and A4E, along with a significant budget reduction. This contract represents a new funding model based on outcomes (i.e. attendance and achievement) rather than hours provided, with a stronger emphasis on employability skills and resettlement needs. Resettlement will encompass issues such as family relationships, mental health, substance misuse and debt. There will also be a move towards overall wellbeing of prisoners through greater integration of physical fitness and sports training into education.
16. The Board welcomes a more focused and integrated approach to learning and skills, but is concerned that the emphasis on employability could limit the provision of softer subjects which are no less valuable to prisoners preparing for release. The Board is concerned that the new model also represents a significant reduction in funding that can be expected to have an adverse impact on the number of teaching hours available to prisoners. It is understood that the provision of outreach facilitators who have been providing work-based training will not be maintained under the OLASS 4 contract, although a replacement service has been found.
17. A 'snapshot' in July 2012 indicated that 516 spaces were available for work and education (compared with 539 places at the same point in the previous reporting period), of which 490 (95%) were filled. The main reason why approximately 124 (19%) prisoners were in neither work nor education was that there had been a backlog at Induction (which includes a risk assessment for work), because of staff unavailability. This figure also includes prisoners who were medically unfit, retired, and on remand (and thus not required to work).

Healthcare and Mental Health

18. Currently, NHS Bristol commissions healthcare provision for the Prison through external sources. Bristol Community Health, a Community Interest Company, provides primary care health services and some specialist clinical care. Bristol Community Health also provides the clinical component of the Integrated Drug Treatment System (IDTS) team, while Avon and Wiltshire Partnership (AWP) fund the Counselling, Assessment, Referral, Advice and Throughcare Service (CARATS) - offered to all prisoners with drug or alcohol dependency. NHS Bristol commissions a range of other services including: dentists, opticians, chiropodists, GP clinics, sexual health specialists and blood-borne virus specialists. The AWP Mental Health Trust provides mental health services.
19. The Healthcare building occupies two floors, with a current 20 bed inpatient facility on the ground floor and counselling and offices on the first floor. Last year a proposal was submitted by an external working party recommending that the inpatient facility be reduced to 10 beds. As yet this has not been fully implemented. The Unit is rarely full, but typically contains some 13 to 18 patients. When the reduced capacity for inpatients becomes effective, treatment for some prisoners will take place on the prison wings, by wing nurses.
20. Staffing has remained stable and at acceptable levels throughout the year, although when inpatient levels are close to maximum capacity, pressure on staff is noticeable. There are currently five GPs, of whom two are full time. A new Primary Care Manager (appointed in early 2012), who is substance misuse trained, has replaced the Healthcare Manager. Additional support for mental health patients is provided by a Consultant Psychiatrist who visits the prison for three sessions per week, and also provides some training to staff on the management and support for prisoners with mental health issues. This support has reduced the waiting times for prisoners requiring attention under the Mental Health Act.
21. Plans are underway to integrate the Healthcare Unit with the Separation and Reintegration Unit. Linked at present by a corridor, the two will effectively become one Residential Unit with a dual function, with greater emphasis than previously on 'social care'. Prison officers will play a larger role in the Unit. There will be a day care component, offering short term care, and more emphasis will be placed on achieving a speedy return to a normal wing location. It is

hoped that this restructuring will end the practice of filling vacant Healthcare cells with 'lodgers' from other wings. The IMB will monitor the operation of new Unit. One area of potential concern is that a much reduced inpatient capacity in Healthcare may put additional strain on operational and nursing staff.

22. Healthcare staff continue to give a valuable service to the prison as a whole, often in difficult and demanding circumstances. They are required to deal with a variety of physical and mental health problems which are often associated with long-term alcohol/drug dependency. The medical staff show much dedication and patience, for which they are commended.

Safer Custody

23. The most recent HMIP report, (Jan 2010) under Section 3 'Duty of Care' p.33, stated:

'...Most prisoners felt safe, and staff were quick to challenge bad behaviour and there were some good quality investigations into incidents, and perpetrators of violence were required to look at their behaviour. Some guidance for staff was over-complicated but most staff were aware of the strategy and their responsibilities within it'.

The Board continues to affirm the HMIP findings as generally true, from an IMB perspective. Although the IMB does not have a separate category for applications relating to 'safer custody', the closest being 'unjust treatment and victimisation', the last reporting year saw very few specific cases of prisoners feeling prohibitively afraid of either other prisoners or staff.

24. There were three deaths in custody in the reporting period which were followed by the statutory Prison Ombudsman's investigation. These investigations, and inquests into the deaths, are continuing.
25. The administrative officer responsible for recording self-harm data was absent on maternity leave during much of the IMB reporting period. Data collation in this period was below the desired standard but it is evident that the number of recorded self-harm and violent incidents in the past year is roughly on a par with the previous 18 months. Prisoners who cut themselves accounted for 53 of 82 incidents recorded between January and May 2012.² Analysis of the data showed that:
- 22-29 was the most vulnerable age range (just under 50%)
 - over 90% were white
 - the majority were located on D Wing (Safer Custody Wing).

A new 'Cell Sharing Risk Assessment' form has been designed for use at Reception and for follow up assessments. It is anticipated that use of this form will reduce the number of prisoners allocated to single cells.

26. Between January and December 2011 there were 564 recorded violent incidents. Between January and July 2012 there have been a further 250 such incidents.
27. The Safer Custody Department is due to be audited in mid-August. The two key recommendations of the last audit both involved the efficiency and timeliness of documentation relating to Assessment, Care in Custody and Teamwork (ACCT) and the associated CareMap. It appears likely these recommendations will feature again in the forthcoming audit as it is clear to the IMB that there are still shortcomings in the way that the ACCT approach operates in practice. In response to the last audit, ACCT case managers have received additional training in the care of prisoner at risk, but the Board understands that attendance of relevant personnel at case reviews, and at ACCT training, could be better. The Board shall monitor closely the response to the recommendations from the audit taking place in August and continue to monitor staffing levels.

² Prison Data

Separation and Reintegration (Segregation) Unit

- 28.** The Unit has 12 furnished, two unfurnished and four 'safer' cells. The staffing profile for the unit is:
- one supervising officer and three officers each morning
 - four officers in the afternoon, and
 - three officers during the evening
 - weekends - one supervising officer and three officers in the morning, two in the afternoon and one during the evening and overnight.
- 29.** For this reporting period a total of 365 prisoners have been located in the Segregation Unit compared to 236 for the same reporting period last year.³ The reasons for this significant rise in prisoner numbers are unclear, but it may reflect the increase in capacity of the establishment with the associated increase in cell-sharing.
- 30.** Two prisoners, who displayed extreme behaviour, were placed in unfurnished cells during the reporting period (compared to six in 2010/11). Each placement in an unfurnished cell, which usually only lasts for a just few hours, is monitored by the IMB. There has been no requirement to use enhanced restraints.
- 31.** Eleven prisoners have carried out a 'dirty protest', some of whom repeated this behaviour on a number of occasions during the time they were held in the Unit. Officers have managed these situations with great sensitivity as well as forbearance. The Board's monitoring suggests that the prisoners concerned have been provided with regular showers and seen on a daily basis by a member of the Healthcare Team. The cell that is usually used to house prisoners making a dirty protest has been thoroughly cleaned on a regular basis.
- 32.** A member of the IMB visits the Unit each week. The main purpose of this visit is to speak to every prisoner located on the Unit and, where possible, to help resolve any problems. The visit includes examination of each prisoner's file to ensure that the Initial Segregation Health Screen has been completed within four hours of arrival.
- 33.** Reviews of prisoners held in the Segregation Unit are held weekly, and a member of the IMB attends whenever possible. They are held at varying times during the week as and when required. The lack of a fixed time has meant that very few have been monitored by the IMB during this reporting year (see Section 7).
- 34.** A total of 1,142 adjudications (including prisoners with multiple adjudications) have been conducted during the reporting period. This figure is approximately 12 percent higher than during 2010/11, an increase that is likely to reflect the increased capacity of the prison at certain times during the reporting year. The Independent Adjudicator (a District Judge) has dealt with 211 adjudications. IMB members generally attend adjudications taking place at the time of their visit to the Segregation Unit. These adjudications are always conducted fairly and follow agreed guidelines.
- 35.** In spite of dealing with some of the prison's most challenging residents, Segregation Unit staff provide a high level of care and carry out their work in a positive and thoroughly professional manner. They make every effort to facilitate visits from members of the Board and keep them appraised on a daily basis of any developments in the Unit.
- 36.** Over this reporting period, five prisoners have been accommodated in segregation for a considerable amount of time and, in all cases, there appears to have been a noticeable deterioration in their wellbeing. In respect of three of these prisoners, the IMB has written to

³ Prison Data

the Regional Custodial Manager expressing concern that the prisoners have been held in the Unit well in excess of three months.

Resettlement

- 37.** The prison has a 'Reducing Reoffending Strategy' which encompasses the resettlement of prisoners. The Offender Management Unit (OMU) undertakes the initial assessment of resettlement 'pathway' requirements. In preparation for their release, prisoners can access advice and assistance in relation to: accommodation, basic skills, vocational training, and debt and/or family concerns. Contact may be made with prospective employers and debt agencies. The Head of the Strategy encourages an integrated approach, but recognises that, if resettlement needs are to be addressed as early and as fully as possible, more needs to be done to improve both internal coordination and joint working with external providers.
- 38.** Helping prisoners find suitable accommodation on release is a major aspect of the work of the 'Reducing Reoffending' team. Many need supported housing in a safe, drug free environment in the Bristol area, if they are to avoid reoffending. Such accommodation is in short supply. Support from Bristol City Council is strong and links are being forged with Swindon Council but recent cuts in Local Authority funding have resulted in the closure of Redwood House, one of the main short-term hostels used by ex-prisoners.
- 39.** Uniformed officers, located on residential wings, have recently begun to play a part in ensuring that prisoners have an address to go to on release. However, this is a part-time role for the designated officer on C Wing (a full-time accommodation worker who left in February 2012 has not been replaced) who considers that he 'misses' some 20% of prisoners who may need help to secure drug free accommodation. A small minority, who are unwilling to accept a place in supported housing, are referred to the Bristol Compass Centre which provides services for the homeless. These include drug treatment and access to an Outreach team able to help them move into sustainable accommodation.
- 40.** 'IMPACT', a multi-agency programme operating across Avon & Somerset, targets prolific offenders. Prisoners serving sentences of 12 months or less, who are not subject to sentence planning or statutory post-release supervision, fall within the target group of this programme. Consistent with the government's 'integrated offender management' model, IMPACT now fills a long-standing gap in support of this group of prisoners.

Job Centre Plus

- 41.** Job Centre Plus is available to all prisoners prior to their release. In March 2012 staff began to deliver the national work programme. Prisoners are seen in the last few weeks of their sentence in order to assist them in claiming benefits to which they are entitled and searching for suitable post-release employment. Such forward planning is intended to ensure that benefits will be paid promptly on release. The prison has set up a new pre-release workshop to support this initiative. However, the Board understands that only some 40% of prisoners who leave the prison choose to register with Job Centre Plus.

Integrated Drug Treatment and Testing (IDTS)

42. Almost half of new arrivals at HMP Bristol are drug users (Reception statistics 2011). Cumulative statistics for mandatory drug testing (MDT) indicate that illegal drugs continue to circulate in the prison. Between April 2011 and March 2012, 8.09% of those tested were positive. However, this figure is well within the KPT of 15.4% and is lower than in 2010-2011 (10.2%). Positive tests were mainly for cannabis and buprenorphine – subutex (10). Of the total number of suspicion tests conducted throughout the year (199 tests), 37.5% were positive (this figure includes refusals). The failure rate for monthly voluntary drug testing (as a percentage of the total number of voluntary tests) has been higher in the early part of 2012 than during 2011. Prisoners who fail a mandatory or suspicion test are put onto closed visits (no physical contact). Those caught ‘palming’ are automatically put on Basic Regime for 14 days⁴.
43. It is understood that the two main routes into the prison for illicit drugs are: through Visits; and prisoners returning from temporary release or recalled having breached the conditions of their ‘licence’. ‘Palming’ of prescription drugs is a common way for medication taken in tablet form to be passed between prisoners, hence the decision to crush subutex tablets at the point at which it is administered on the wings, a strategy that appears to be reducing the rate of positive tests for this drug. Various other strategies have been employed to reduce the circulation of illicit drugs, including intelligence-led and targeted searches on Visits and on the wings.
44. The Drug Strategy Committee has met bi-monthly, throughout the year, under the strong leadership of a Deputy Governor. This Committee implements and monitors all aspects of the national and local drug strategies. The IDTS, now well established in HMP Bristol, aims to provide a comprehensive substance abuse service for all prisoners while they are in custody and following their release. C Wing is dedicated to providing this service for new prisoners who misuse drugs and/or alcohol. Both during and after detoxification, prisoners are offered a service of support and advice from clinical staff and the CARATs (Counselling, Assessment, Referral, Advice and Throughcare) team. C Wing prisoners can take part in the recently introduced ‘Health through Sports’ (HTS) programme. Those who engage consistently tend to give negative urine tests for drugs. HMP Bristol has been selected as one of five pilot sites now taking part in a national study of drug recovery wings. The pilot study commenced in June 2011 and will continue for 18 months.
45. All prisoners have access to a multi-disciplinary Relapse Intervention Team. This commendable service has been running successfully in the prison for three years. Every new prisoner to reception is seen by a member of the team and, even if they are ‘clean’, they are followed up at four and twelve weeks to ensure that no illegal substances have been used. Those who do relapse re-engage with treatment more quickly. However, at the end of the reporting year, the loss to the Team of a dedicated member of CARAT (who saw all prisoners who relapsed, maintained full records, and arranged follow-up meetings), coupled with new job-share arrangements, are a cause of concern which will be monitored by the Board.

IMB Activity and Budget Constraints

46. The Board continues its policy of careful management of its small budget. In December our budget was increased by £1,136. This was unnecessary and the Board managed to achieve a saving of £3,870 against its original budget allocation. The Board attends meetings organised by the prison but not as a routine. If there are issues arising, or specific concerns, relevant prison-organised meetings are attended. The Board managed to dispense with one of its monthly meetings in order to save travel and associated expenses. The Board has monitored its activities very closely and is confident that it continues to offer very good value for money.

⁴ Basic Regime means a forfeiture of privileges and minimum pay.

THE WORK OF THE INDEPENDENT MONITORING BOARD

This section should describe how the Board has gone about its work by way of rota visits, hearing applications, segregation reviews, surgeries, questionnaires, meetings as observers, letters raising issues with Ministers or senior management. The following template should be used for recording the key statistical data.

BOARD STATISTICS	2010/11	2011/12
Recommended complement of Board members	15	15
Number of Board members at the start of the reporting period	15	13
Number of Board members at the end of the reporting period	14	15
Number of new members joining within the reporting period	7	5
Number of members leaving within the reporting period	8	4
Total number of Board meetings during the reporting period	11	11
Average number of attendances at Board Meetings during the reporting period	9.44	9.8
Number of attendances at meetings, other than Board meetings	16	43
Total number of visits to the prison/IRC (including all meetings)	203	298
Total number of applications received	278	331
Total number of segregation reviews held (14 day reviews)	142	Data not available
Total number of segregation reviews attended	34	3

Section 7 (cont)

There should always be a full set of statistics on Applications in the form of the template below. These, together with the Board's comments, will be of assistance to the Ombudsman and management generally.

Code	Subject	2010/11	2011/12
A	Accommodation	17	8
B	Adjudications	0	0
C	Diversity related	2	0
D	Education/employment/training	4	4
E	Family/visits	13	13
F	Food/kitchen related	9	5
G	Health related	55	66
H	Property	46	37
I	Sentence related	1	5
J	Staff/prisoner/detainee related	39	25
K	Transfers	10	2
L	Miscellaneous	82	154
	Total number of applications	278	331