



HMP Buckley Hall Rochdale

Prison Rules 2010 (consolidated)
Paragraph 80

Annual Report to the Secretary of State for Justice

Year Ending: 31st July 2014

INDEPENDENT MONITORING BOARD (IMB)

ANNUAL REPORT 2014

1. STATUTORY ROLE OF THE IMB

1.1 The prisons Act 1952 and the Immigration and Asylum Act 1999 require every prison to be monitored by an independent Board appointed by the Secretary of State for Justice and from members of the community in which the prison is situated.

1.1.1 The Board is specifically charged to:

1.1.2 satisfy itself as to the humane and just treatment of those held in custody within its prison and the range and adequacy of the programmes preparing them for release.

1.1.3 inform promptly the Secretary of State, or any official to whom he has delegated authority as it judges appropriate, any concern it has.

1.1.4 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.

1.1.5 To enable the Board to carry out these duties effectively its members have right of access to every prisoner, every part of the prison and also to the prison's records.

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2. DESCRIPTION OF THE PRISON

2.1 The prison is a Category C training prison for men, mainly from the North-West. It is built on a steep site on the edge of the Pennines, near Rochdale. Buckley Hall has been designated a non-resettlement prison, housing men with sentences of four years or more. Over 90% of the prisoners now fit the new profile and adapting the provision within the prison to reflect this is in train.

2.2 The prison opened in 1994 as one of four contracted prisons and was managed by Group 4 for a period of five years. In 2000, a 10 year contract was put out for tender and won by the Prison Service. During this contract, the prison held category C men, then Women, and then Category C men again. In 2011, the Prison Service was successful in its bid for the latest contract which will run, initially, for the next five years.

2.3 HMP Buckley Hall continues to operate as a Level 3 prison. Within this overall classification Level 3's have been awarded for Decency and Security & Public Protection; Level 4 for Safer Custody and Level 2's for Reducing Reoffending and Resource Management & Organisational Effectiveness. The Level 2's are due, in large part, to the combined impact of the Level 1 awarded for 'Working in Prison', the Level 1 for 'Training, Education & Employment on Discharge and changes to the way in which Staff Absence is now recorded.

2.4 Six services are sub-contracted:

Education	Manchester College
Catering	ESS Criminal Justice Division
Healthcare	Pennine Care
Visitors' Reception	Partners of Prisoners & Families
Library Service	Rochdale Metropolitan Borough Council
Drug & Alcohol Recovery	DARS

2.5 There are four residential blocks and the majority of prisoners are housed in single cells. In terms of its capacity, the prison has recently been instructed to increase this from 445 to 455. As a result, some double cells, previously in single occupancy, now house two men. The most recently built wing has a capacity of 60 single cells, each with its own shower and toilet. One of the general residential units is now a dedicated Drug Recovery Wing and the Induction of new prisoners has been moved from B Wing to C Wing.

3. Executive Summary

- 3.1 For the second year in a row, the Prison has experienced considerable staffing and organisational change; including significant turnover of the Senior Management. However, in the opinion of the Board the changes have the potential to prove beneficial for the prison. With respect to the new Governor, we very much appreciate his support for the work of the Board. His management style can be characterised as open, collaborative, calm and based on a clear vision. As regards the other new members of his team; the Deputy provides the Governor with a complementary skill set and the two Wing Governors are approachable, respected by prisoners and purposeful. It is to be hoped that, finally, the Senior Management is reaching the degree of stability needed to effect successful and meaningful change.
- 3.2 Whilst the Board has confidence in the commitment and performance of the staff, we have concerns about current staffing levels, among both Operational and Non-Operational employees, during periods of staff leave and illness. Members of the Board recently noted reports in the local media (Manchester Evening News) about staffing levels in Greater Manchester prisons. The article, on North West prisons, entitled "Prison system 'at breaking point' as officer numbers plummet by more than a quarter" reported that HMP Buckley Hall has seen a drop in prison officers of 22%, from 102 to 80 over the past three years. While, the Board does not feel the current staffing levels have jeopardised the safety of those in the establishment, it is the judgement of the Board that further reductions in staffing levels are unsustainable. In recent months, a number of Prison Officers have approached Board Members, unofficially and expressed concern about the long hours they are being required to work, in order to provide sufficient cover. A developing norm that some of the Staff are routinely required for detached duty elsewhere, offers a 'sticking plaster' to a more fundamental problem. The danger is of 'Robbing Peter to pay Paul', while damaging, in the long term, the motivation and attendance rates of staff and putting at risk the safe environment which currently pertains.
- 3.3 During the year, there were two occasions when the question arose as to whether the integrity of the perimeter fencing had been compromised. In addition, it was felt there was some lack of control over prisoner movements within the prison and of equipment and tool inventories. As a result of these concerns, the new Governor has given the issue of security in the prison a higher priority. However, this has not been without its cost and although Buckley Hall has a relatively small prisoner population, reconciling the daily roll has, on occasion, proved difficult and time consuming. The consequence, on some days, has been that Prisoners have been late or absent from work, education and healthcare appointments. The situation is gradually improving but has been a source of some considerable frustration for Management, Staff and Prisoners alike.
- 3.4 Taking the 'Four Tests of a Healthy Prison'

"All Prisoners feel safe"

The majority of prisoners feel safe within the prison, as is evidenced by the Level 4 awarded to Safer Custody. This very creditable performance is a reflection of the good external links with partner agencies and the multidisciplinary, proactive approach adopted within the prison. ACCT documents are treated with importance and procedures followed carefully. In the opinion of the Board, two strengths of Buckley Hall are staff's effectiveness at managing vulnerable prisoners and a Safer Custody team proactive and committed to their work.

- 3.6 *“Prisoners are treated with respect as individuals”*
The prison prides itself on the relationship staff have with prisoners and the majority of Prisoners are positive about how they are treated by staff of all levels. In the experience of Board Members, staff interact with prisoners respectfully and fairly and this year has been typical in the extremely low number of IMB Applications received from prisoners complaining about the ill-treatment they claimed to have received from staff.
- 3.7 *Prisoners are fully and purposefully occupied and expected to improve themselves”*
On occasion during the year, attendance at Work and in Education has been significantly lower than might be expected in a ‘Working Prison’. Moreover, although some Workshops provide prisoners with positive and fulfilling experiences, others fail to provide employment which is satisfying or helps to reduce the risk of reoffending. For those prisoners attending Education classes, the overall quality, appropriateness and completion rates of the Courses on offer are judged as sound.
- 3.8 *“Prisoners can strengthen links with their families and prepare themselves for release”*
The Board’s judgment is that families and friends enjoy a friendly and positive experience when they visit the prison. Initially, there were some problems in moving to a paperless system of arranging visits but the Visits Clerk worked hard to ensure that this is no longer the case. The Family Days are popular and successful events. During the year the criteria for ROTL’s were subject to major changes and had a significant impact on those prisoners eligible to apply.
- 3.9 In the judgment of the Board, the prison performs satisfactorily on each of these four criteria and, in doing so, provides the taxpayer with good value for money.
- 3.10 The Board wishes to place on record its appreciation for the patience, courtesy and cooperation shown to its members by all grades of staff. The Board is particularly grateful that the members of an extremely busy Senior Management of the prison are approachable, open and prepared to engage positively with the Board.

4. Matters for the consideration of the Secretary of State

- 4.1 The present system for arranging movements of prisoners from CSU to other establishments appears to rely heavily on informal contacts and 'calling in favours'. A coherent and over-arching approach is not apparent to the layperson and a request to Area Office to facilitate such movements appears to be a policy of last resort.
- 4.2 A number of Prisoners are concerned about the effects of the restructuring of the Probation Service. They feel that the changes have left them uncertain about who their Offender Manager is and whether or not important deadlines in their Sentence Planning will be met.
- 4.3 If the services associated with prisoner resettlement are withdrawn from Buckley Hall, it is incumbent on the prison service not to release prisoners from here due to any shortage of available places in the resettlement prisons.
- 4.4 Prisoners have told the Board that they have to spend more of their own money on food and clothing due to cutbacks in the provision of meals and because clothing parcels are no longer allowed. The Board has some sympathy with their view that the amount prisoners are allowed to spend each week, based on their IEP status, should be increased to reflect this.

5. Matters for the consideration of the Chief Executive of the National Offender Management Service

- 5.1 Prisoner Complaints which relate to their previous establishments are too often not being answered within the prescribed time and, in some cases, reminders to other prisons about their delayed response appear to be ignored. It is not apparent that monitoring and coordinating responses to such inter-prison Complaints is taking place.
- 5.2 During the year, the question of consensual sex between prisoners arose and some of those involved in the issue claimed to Board Members they were being 'fed mixed messages' by the prison. They stated there was no prison rule prohibiting consensual sex between prisoners and that healthcare staff will supply them with condoms - in order to protect against sexually transmitted diseases. However, they also claimed that if they were caught engaging in sexual activity they would be punished and, indeed, official statements by NOMS confirm this to be the case. In the opinion of the Board, paragraph 1.76 in PSI 47/2011 does not clarify the current situation.
- 5.3 The use of mobile phone blockers offers real opportunities within the prison but the introduction of this technology into the prison is slower than might be hoped for.

6.REPORTS

6.1 **Equality and Inclusion**

- 6.1.1 Relations between different ethnic groups in the prison have traditionally been harmonious and this continues to be the case. Only 1.6% of IMB Applications during the year, related to issues of equality. Although there has been a reorganisation of the way in which the equalities agenda is managed, the Issues of diversity continue to be taken seriously by the prison. Previously, this function was managed under the umbrella of the Safer Custody Team, but is now managed directly by one of the Residential Governors, supported by a Custodial Manager, and appears to be working satisfactorily. In the past year, twenty-five Discrimination Information Reporting Forms (DIRF) were submitted. Of these nineteen were found not proven and six were found proven.
- 6.1.2 The Board was disappointed when the weekly 'Equalities Quiz' was discontinued and likewise when the prisoner forums, which focused on a range of diversity issues, ceased. In both cases, the change in the management of Equality appears to have been the primary cause for their demise. In the opinion of the Board, the quiz and the forums were effective in raising awareness among staff and prisoners and we are pleased to note that both are now due to return. However, as the Forums will now only take place in the prisoners' free time, it is to be hoped they remain as popular. In addition, a recruitment campaign is about to be launched so that a number of Equality Representatives can be appointed amongst the prisoner population.
- 6.1.3 During the reporting year a transgender prisoner announced that he wished to start dressing as a woman. This situation was handled extremely well and with great sensitivity by Officers and Senior Management alike. Members of the Board have spoken with this prisoner on several occasions and felt satisfied she was treated with dignity and supported in this transition.
- 6.1.4 Parking for disabled staff and visitors remains an issue; there are only four car parking spaces adjacent to the prison entrance. As stated in the previous reporting year, the distance and steep hill between the car park and the Gatehouse remains a matter of concern to the Board for those visitors to the prison who are elderly, have young babies or restricted ambulatory powers.
- 6.1.5 During the year, the issue of consensual sex between prisoners was raised and some of those involved, claimed they were being 'fed mixed messages' by the prison. They stated there is no prison rule prohibiting consensual sex between prisoners and that healthcare staff will supply prisoners with condoms, if asked, in order to protect against sexually transmitted diseases. However, they also claimed that if they were found engaging in sexual activity they would be punished and, indeed, official statements by NOMS confirm this to be the case. In the opinion of the Board, the ambiguity of 1.76 in PSI 47/2011 does not clarify the current situation.
- 6.1.6 The needs of the different religious groups are well met. Muslim, Sikh and Christian festivals are all celebrated. A Black History event was organised by the prisoners and was well attended. Incidents which have the potential to cause a problem have been handled sensitively. For example, an issue arose when some Muslim visitors objected, for cultural reasons, to being inspected by the drugs dog. The matter was swiftly resolved by the Security Governor and such visitors can now ask for a gown to cover their clothes before being searched.
- 6.1.7 There are a small number of Foreign National Prisoners in Buckley Hall. During the year, a group of them were interviewed by Board Members and, at the time, reported no issues of concern. However, no member of staff has profiled time to manage their needs and it appears that the Prison Service will retain the option of placing some of these men here, if spaces elsewhere are

limited. If so, it is important, this group of men receive access to the specialist support and advice to which they are entitled.

6.2 Education, Learning & Skills

- 6.2.1 In the opinion of the Board, the new manager of the Education has a clear strategy for the development of the department, as it caters for more long-term prisoners.
- 6.2.2 The working relationships and contacts between the Education and Industries departments appear to be more collaborative and harmonious. Representatives of both attend the weekly Sequencing Board and have agreed to give greater emphasis to prisoners acquiring functional skills qualifications in literacy and numeracy before they can seek employment and training opportunities in the workshops. The introduction of a scheme whereby Prisoners successfully completing Functional Skills courses receive a small cash reward is commended as is the intention to introduce appropriate education provision and support in the Prison-run Workshops. In the opinion of the Board, the allocation of prisoners to appropriate classes is now better organised and more responsive to the needs of individual prisoners.
- 6.2.3 Last year, the Education Department's students enjoyed an overall retention rate of 95% and success rate of 63%. In terms of functional skills, 59% of the students achieved L1 and L2 English, which was above the benchmark and to be commended. In relation to L1 and L2 Mathematics, the rate was 47%, which is slightly below the benchmark. On a more disappointing note, the department's 'efficiency' rate was only in the region of 50% with, on average, only half of those who should be attending doing so. This attendance rate is explained principally in terms of prisoners being elsewhere rather than in Education - attending appointments with Healthcare, Offender Supervisors, Shelter, Drug Workers, Programmes, etc. In addition, Education staff have told the Board that, the problems associated with the Roll Consolidation during the year, have compounded the attendance issues.
- 6.2.4 New education classes have been introduced during the reporting year e.g. Barrista Training, Personal Development, Customer Services, L2 Mentoring, PETALS and it is hoped to introduce a hobby group in the near future. In addition, Prisoners have been surveyed informally by the Department to establish what new courses they would like to see being introduced. A promising new initiative is being explored of sending two teachers to the Safer Regimes Facility on three mornings each week offering the prisoners concerned a range of activities. It is hoped that by doing relatively simple things with the prisoners they might be weaned onto full education courses.
- 6.2.5 The horticulture course fails to recruit sufficient numbers of prisoners on a regular basis. It is felt that if this course was marketed more vigorously, in terms of the qualification gained and possible employment prospects on release, this situation could be improved. In addition, the course, has been adversely affected by the decision to close its compound on security grounds and the Board hope the bid for netting the compound will succeed and the area and facilities can then be reopened.
- 6.2.6 The horticulture area behind C Wing has been closed permanently on security grounds and there are no plans to reopen it. The Board understands the reasons for the closure but has concerns that the area and its greenhouses and polytunnels may be forgotten about and fall into a state of neglect, untidiness and disrepair. Closure of the area also meant the loss of the GOOP project which provided boxes of fresh vegetables to local community groups.

- 6.2.7 Prisoners have complained to the Board about the high number and turnover of temporary staff and the resulting lack of consistency and coherence in the teaching. The Education Manager is aware of this and is keen to improve the ratio of permanent to temporary staff.
- 6.2.8 The problem, mentioned in last year's Annual Report, with regard to the Education Staff's reporting and recording of incidents remains. Not all education staff are trained to make P-Nomis entries and those who are can no longer make proxy entries for others. The obvious danger is that this will result in the under-recording of incidents concerning prisoners and the potential for a deleterious effect on Offender Management.
- 6.2.9 Staffing levels within the department are tight and the lack of cover can impact upon education provision. For example, it is extremely regrettable that in recent weeks, fourteen gardeners are currently behind cell doors while their supervisor is on three weeks holiday.
- 6.2.10 It is to be hoped that the valuable work of the Toe-2-Toe mentors will not be affected because the men have had the passes allowing them to access different wings removed. Moreover, now that their work is no longer to be coordinated and led by the Education Department, it is to be hoped that a suitable alternative will be found to do so.
- 6.2.11 The Education Unit is outward looking and during the year organised an excellent presentation, attended by Board Members, provided jointly by Prisoner Listeners and a group of drama students from the University of Manchester.
- 6.2.12 The Prison Library, managed by Rochdale Council, is a valuable resource and well-used by prisoners. However, Library staff are keen to encourage even greater use of the facility and it is to be hoped, Senior Management will support them in their endeavours to do so.
- 6.2.13 The general impression of the Board is of a department which is not standing still but responding positively to the ever changing and challenging environment in which it operates.

6.3 Healthcare and Mental Health

- 6.3.1 In the opinion of the Board, the provision of Healthcare and Mental Health in the prison is good. A recent external audit by the Health Commissioners confirmed this judgement; awarding the department 'green' on all thirty two performance indicators: a creditable and impressive reflection on the efforts and commitment of all the staff concerned.
- 6.3.2 Last year, the Board expressed concern over the apparent lack of control over prisoner movements into and out of Healthcare and this continued to be an issue for much of the current year. However, the recent decision to deploy an Officer to monitor access to Healthcare during 'meds' has seen a more ordered and better managed environment. Hopefully, this will remain a permanent feature of the work detail
- 6.3.3 The majority of Prisoners are positive about the range of medical services on offer, their accessibility and the professional and caring attitude of staff. The Healthcare Manager is clear that the staff in the Department should treat the men, primarily, as patients not prisoners and, in the opinion of the Board, this view is endorsed by the overwhelming majority of the staff. Prisoners do indeed have a right to be treated politely and respectfully but, equally, the staff too are entitled to the same courtesies from prisoners.
- 6.3.4 In the coming year, a Healthcare tender will be placed, advertising for a new service provider from next April. It is to be hoped that this will not adversely impact upon the current standard of care. The possible inclusion of the substance misuse provider into the new contract is likely to provide a more efficient and better integrated service.
- 6.3.5 PALS provides a vehicle for prisoner complaints about healthcare. Prisoners are encouraged to contribute their views about the service and the Patient Experience Group provides a meaningful opportunity to have a real input into the service they receive. For example, the group has begun work on the concept of a prisoner's 'Health Passport' and one of its members sat on the Interview Panel to select the new GP provider.
- 6.3.6 The department is in the process of change from a medical model to a more holistic approach with a greater emphasis on general health and well-being. As part of this shift, the role of Health Trainers will be expanded and the Healthcare promotions which have proved a successful initiative are to be repeated. A wide range of clinics are accessible to the prisoners and Staff too have not been forgotten, with their own Well-being day.
- 6.3.7 This year, prison management has attached a higher priority to ensuring the accuracy of the roll check and, on a number of occasions this has taken some considerable time for Officers to achieve. On one particular day, it took two and a half hours resulting in numerous missed healthcare and dental appointments. When Prisoners are unable to attend their appointment this is not only frustrating but a waste of scarce health resources, at a time of economic austerity. A failure to attend an appointment is particularly significant when prisoners miss specialist hospital clinics and, as a result, are put to the 'back of the queue'.
- 6.3.8 The monthly DNA rate for the GP has been as high as 20% during the year - equivalent to 58 days in the year of wasted clinics. The typical monthly figure is 16% and contrasts unfavourably with the DNA rate for GP Surgeries in the community.
- 6.3.9 17% of Dental appointments were not attended over the past year, equal to 256 missed appointments per annum. However, on a more positive note, waiting times for the dental service

have been reduced and Board Members are impressed with the flexible and sympathetic attitude towards prisoners shown by its support and administrative staff.

- 6.3.10 There has been an increase in the number of physiotherapy referrals; possibly because of a lack of suitable criteria as to what constitutes an appropriate referral. This has resulted in an 18 week waiting list to see a physiotherapist and it is to be hoped that the plans to try and shorten the list by utilising the expertise of gym staff will be introduced and have some positive effect.
- 6.3.11 The seating arrangements in the Waiting Area are spartan and less than would be acceptable in a community GP's surgery. The decision to deny prisoners in Healthcare, routine access to the toilets, on security grounds, is understandable but regrettable. The Board has been given assurance that they would be unlocked if a prisoner had a medical condition which required access to the toilet.
- 6.3.12 Lengthy morning queues to collect in-possession medicine can still be a significant issue and are a frequent complaint from prisoners. The queues can be the result of tight staffing levels but are also due to the system for dispensing medicines. There appears to have been little or no progress in moving to a model where the prisoner's medication is bagged and ready for collection. It is to be hoped that this system can be incorporated into the new healthcare contract. An alternative model for dispensing in which, medicine would be collected by prisoners, on their way back from Work or Education in the afternoon, seemed to have merit but appears to have floundered.
- 6.3.13 Prisoners seem to have become more successful at managing their in-possession medicine and the Board has received far fewer complaints from prisoners sanctioned for not having the correct amount of medication in their possession. Nevertheless, during the year, a number of prisoners claimed to Board Members their medication had been stolen from their cell because they had not been issued with a cell key. Ensuring all prisoners have a key to their cell would eliminate this particular explanation for any discrepancies.
- 6.3.14 The Mental Health team provide a valuable and effective service in the prison and its members of staff are well regarded by both staff and prisoners. Their model for the delivery of Mental Health provision is changing and is likely to include more group activities and less emphasis on one-to-one work with prisoners. In part this is a practical response to reduced staffing levels but also a conscious decision to introduce more proactive and preventative interventions. If the team are to offer less one-to-one support to prisoners, it is important Officers have the necessary mental health training to gain the confidence and expertise to fill this void.
- 6.3.15 A member of the Mental Health team is now providing Cognitive Behaviour Therapy, which should provide a valuable addition to their range of services.
- 6.3.16 At present, the Board believes that the facilities for Mental Health staff to meet with a prisoner in the Workplace or on the Wings are less than satisfactory. It is accepted that holding sessions at work or on the wings is less disruptive and leads to a lower DNA rate. However, the sessions in the Workshops, can be visible to other prisoners, which raises an issue of patient confidentiality, while sessions on the Wings, tend to be in rooms which are drab and uninviting.

6.4 Purposeful Activity

- 6.4.1 At the start of the reporting year, management led a concerted and determined effort to improve the attendance rate in prison workshops which, at the time, could be below 50%. As a result, a number of changes were introduced and an improvement in attendance rates was achieved, such that the 'Hours Worked in Industry' is now close to 60% of the maximum achievable. Nevertheless the prison remains some way below the target figure of 80% - which is reflected in the Level 1 awarded for 'Working in Prison'. Currently, the prison performs less well on this criteria than most other North West prisons.
- 6.4.2 Board Members expressed some concern, during the year, over the limited spare staffing capacity among Instructors and of workshops being cancelled due to staff absence and Prisoners remaining locked in their cells during the working day. This is far from ideal in a 'Working Prison'. In addition, it appeared that attendance rates suffered because other demands on a prisoner's time could take precedence over their attendance at work. However, Prison Management are addressing this second explanation and are endeavouring to create an environment in which, whenever possible, attending work takes priority over these other activities.
- 6.4.3 The understandable determination, by Prison Management to place more emphasis on ensuring the accuracy of the roll check has had some collateral impact on purposeful activity rates. During the year, there have been occasions when the failure to secure an accurate roll check has meant a number of prisoners have been unable to attend their workplaces. Fortunately, this problem of reconciling the roll is becoming less of an issue and not so disruptive to the daily life of the prison.
- 6.4.4 In the Workshops, the Board commend the prison for adopting, on more than one occasion during the year, a sensible and pragmatic approach which considered the long-term interests of the prisoner. Potential security issues have arisen where, after careful consideration, a prisoner, near the end of a course has still been allowed to complete it and gain the qualification; when a much easier option would have been simply to withdraw them immediately from the workshop.
- 6.4.5 During the year, there have been a number of changes in Workshop provision. The Painting & Decorating workshop has closed and some of the smaller assembly contracts have stopped. The Outdoor Furniture Workshop is developing good work opportunities but, in the opinion of the Board, needs an outlet for its products - which a Prison Shop could provide?
- 6.4.6 In November, Workshop 3 adopted an all-day operation, resulting in prisoners not returning to the wings for lunch. Some prisoners have raised concerns such as not being able to eat lunch in a dust free environment and denying the smokers among them the opportunity to have a cigarette in their cell during the lunch break. However, the existence of a waiting list of prisoners who want to work in this Workshop suggest that these particular grievances are, by no means, deal-breakers. In May Workshop 3 reverted to the same regime as the other workshops.
- 6.4.7 Overall, there are sufficient employment places on offer and, indeed, a number of the opportunities are highly regarded by prisoners and develop valuable skills. However, the Board has concern over some of the work offered to prisoners. A number of the smaller recycling contracts have been menial and monotonous and, not surprisingly, this has led to a degree of apathy among prisoners employed on the work and affected the motivation of the Instructor. While the Board accepts that such work is "better than nothing" and preferable to men receiving unemployment pay and being locked in their cells this is not an argument sustainable in the long-term. However, although employment in the 'brew bag' workshop is disliked by many prisoners the Board is pleased to note that it will not be discontinued and will remain available to prisoners in CSU.

- 6.4.8 The Board's concerns about the value of some of the employment on offer have been much allayed by the enthusiasm and commitment of the newly appointed Industries Manager. The Industries Manager has a clear plan of action and a determination to provide meaningful work for all. However, introducing work contracts of relevance and value is beyond the scope of one individual and the support and involvement of other Departments, Senior Management and the external support partners are crucial to the success of new initiatives. As the prison's population is reconfigured to longer-term prisoners, it is important prisoners believe that their employment opportunities are meaningful, satisfying and form part of a coherent 'pathway' towards resettlement.
- 6.4.9 The Industries Manager is preparing to introduce a new Pay Policy. The Board has been assured that the overall wages bill will not be reduced as a result and supports the intended provision of bonus payments to prisoners who meet their work or academic targets. It is important prisoners are kept informed of these plans and that rumours are not allowed to fill the void.
- 6.4.10 On a number of occasions, during the year, Board Members have reported that prisoners were not using PPE in some workshops and were unhappy with the explanation that its use was optional and a matter of the prisoner's choice. When alerted to the Board's concerns, Prison Management responded very positively. As a result of their intervention the situation is now much better but it is important that old habits do not re-establish themselves.
- 6.4.11 In the opinion of the Board, the recent changes in the deployment of an Officer from each Wing will help improve supervision in the workshops and leave Instructors feeling better supported and less isolated.
- 6.4.12 The links between the Prison Workshops and the Education Department have been, rightly, identified as capable of improvement through better provision of related and supporting Education programmes. In this respect, Waste Management delivering an accredited qualification and the intention to improve literacy and numeracy provision across all prison workshops are to be commended. Similarly, the intention to link the Carpentry and Outdoor Furniture Workshops and Horticulture with the Gardens Workshops illustrates an intention to offer employment pathways and of better delivering Employment and Education provision.
- 6.4.13 The weekly Labour Board was replaced, during the year, by a Sequencing Board with the intention of better coordinating the work of the Drugs Team, Programmes Department, Education Department and Offender Management Unit. The needs highlighted in the prisoner's Sentence Plan are intended to be central to determining the priority for each man. In addition, the new Board aims to give a greater emphasis to prisoners acquiring literacy and numeracy skills before accessing the employment opportunities on offer.
- 6.4.14 Delays in Risk Assessments and Security Clearances continue to slow down the allocation of prisoners to some of the employment vacancies.
- 6.4.15 Two 'floating' instructors no longer work at the prison and consequently, there are now only four instructors in total, making it difficult to take on new contracts. This also means that when an instructor is off sick or on leave, workshops have had to be closed down. Board Members have experienced some difficulty in monitoring the number of times Workshops have been cancelled during the year due to staff absence and it is not clear whether this data is sufficiently robust or accurate.

6.5 Resettlement

- 6.5.1 This particular aspect of prison life will be subject to significant change as the prison is reconfigured to a non-resettlement prison; accommodating those sentenced to four years or more. Services currently provided to prisoners prior to release eg accommodation, debt advice, employment, benefits are likely to be withdrawn from this prison. However, it has been suggested to the Board that just delivering these services in the last six months of a sentence will leave insufficient time for them to be implemented. It has also been said that Debt issues and Careers Advice will still be necessary in a non-Resettlement prison. It is important if these services are indeed withdrawn from Buckley Hall, that the Prison Service do not release prisoners from here because there are insufficient places in the local Resettlement Prisons.
- 6.5.2 As the prison's population has been reconfigured, the applications to the weekly HDC and ROTL boards have reduced significantly this year. The changes introduced to ROTL eligibility have also affected the numbers attending the Boards. The prison is to be congratulated for the clear and thorough way in which it was explained to the prisoners concerned what the changes were and the impact they would have. On a housekeeping level, the restrictions on ROTLs have meant that the routine maintenance of the external grounds outside the prison, in particular around the car park, has become less evident.
- 6.5.3 Lifer Days are no longer provided by the prison because of the opportunity cost of the Offender Supervisors' time, who arranged the events. However, given the large number of life sentence prisoners, this might be a decision which the prison wishes to revisit.
- 6.5.4 Members of the Board have attended some of the Family Days that have taken place during the year and judge them to be well organised and successful. The staff involved are to be congratulated for their efforts. Spouses and partners are appreciative and spoke highly of the events and grateful for the way in which they strengthen the links between fathers and children.
- 6.5.5 In February the prison experienced a ROTL failure, when a prisoner managed to escape from his escorting officer on a town visit. The prisoner was recaptured 48 hours later and the lurid headlines in the media of "Killer on the Run" although not strictly inaccurate, exaggerated the potential risk to the community. After the event, the incident was fully analysed by the senior management team and in the opinion of the Governing Governor a justifiable decision to authorise this particular ROTL had been taken.
- 6.5.6 It has been noted that there are long delays at the Parole Board in relation to Recat Reviews. Delays in ensuring prisoners have an up-to-date OASYS Reports have also been reported to the Board. A number of prisoners still arrive at Buckley Hall without an up-to-date OASYS Report.
- 6.5.7 The Board still receives a number of Applications from prisoners claiming their Offender Supervisors fail to respond to requests to come and see them. However, there has been a reorganisation of the Offender Management Unit resulting in Offender Supervisors being more evident on the residential wings and also a clear instruction from the new Head of OMU that all new prisoners must be seen by their Offender Supervisor within ten days of arriving at Buckley Hall.
- 6.5.8 A Level 1 was awarded achieved on Training / Education / Employment on Discharge; although this target will stop being relevant when the prison becomes a non-resettlement prison. However, employment on release has remained consistently at 'good', i.e. 25% - 30% per month. The recording of employment on discharge seems imprecise and uncertain and the absence of a job

broker, with overall responsibility for managing and coordinating employment on release, contributes to the low performance on this criteria.

- 6.5.9 The new Head of OMU has a clear vision for the development of the department and given that over 30% of the IMB Applications for the year were sentence related, the clarity, focus and organisation she brings to the Department are welcomed by the Board. At present, the Offender Supervisors enjoy a relatively good ratio of staff to prisoners and it is to be hoped this will continue in the wake of staffing changes. Whether or not the Level 4 Officers who now work in the Department will be risk adverse in their recommendations about prisoners, because of their lack of experience in risk assessment, is an unresolved issue
- 6.5.10 The reorganisation of the Probation Service has left a number of prisoners uncertain as to who is responsible for their sentence planning and has also contributed to delays in completion of their paperwork.
- 6.5.11 During the year, the prison participated in a scheme involving a group of local teenagers at risk of offending. The group were invited into the prison, given a tour of the establishment and had the opportunity to speak to Officers and selected prisoners. This was a very worthwhile venture involving, as it did, the prison working effectively with the local community. The prison is also involved in the Restorative Justice Programme.

6.6 Safer Custody

- 6.6.1 Safer Custody staff are proactive and effective at 'nipping a problem in the bud' by talking to prisoners and endeavouring to defuse potential situations. A weekly Safer Regimes meeting has been introduced this year and is proving an effective vehicle for discussing vulnerable prisoners in a multi-disciplinary context. The meeting is well attended and its discussions and decisions circulated to all relevant staff.
- 6.6.2 The procedures in place for prisoners on an ACCT document are thorough and the staff directly involved with vulnerable prisoners are to be congratulated for their sensitivity towards such men. Members of the Board regularly attend ACCT reviews and can confirm they are conducted to a high standard and that the active participation of the prisoners is encouraged. Members of the Board are included on the daily mailing list of all open ACCT documents. There is some suggestion that while the members of the ACCT review are motivated and committed to the process involved, sometimes the Officers completing the actual document are a little too perfunctory in their written comments and their contributions insufficiently related to the individual's Caremap. .
- 6.6.3 At present, there is only one Safer Cell and one gated cell in the prison and the Board support the intention of the Governor to have a Safer Cell on each Wing.
- 6.6.4 Generally, the prisoners speak positively of the prison and most prisoners feel safe. However, it appears that there continues to be a problem with the effectiveness and consistency of the Personal Officer system. Some prisoners state that they do not know who their Personal Officer is; this claim appears to be more of an issue on certain Wings. Conversely, other prisoners speak very highly of their Personal Officer and feel they are accessible and provide good support.
- 6.6.5 While the prison is effective at managing prisoners who are being bullied it has been, arguably, less so in dealing with their perpetrators. To this end, a new scheme has been introduced – Tacking Anti Social Attitudes [TASA] in response to a violence reduction survey. To date, a small number (13) of prisoners have been placed on the regime. There have been some relatively minor teething – mainly administrative - problems associated with the scheme but, fundamentally, confronting the bullies is judged by the Board as the appropriate way to respond to this issue.
- 6.6.6 During a night visit in November, the Board Member attending was told it would be useful to have a contingency exercise to plan for the possibility of a Death in Custody at night. The Board Member was also informed that if the occasion arose whereby two ambulances were required at night, this would pose serious staffing problems. The Board Member commented that on the visit it was quiet and orderly on all wings by 23.00.

6.7 Care and Separation Unit

- 6.7.1 The Board considers that the Care and Separation Unit (CSU) at HMP Buckley Hall is well-managed and well-run. Officers who work in the unit are tolerant, helpful and caring towards segregated prisoners. The prison's senior management team recognises the importance of the unit's work and a senior manager with responsibility for the unit provides a high standard of leadership which is supportive, consistent and clear. Management issues are addressed at the quarterly SMARG meeting.
- 6.7.2 There are 12 cells in the unit, but accommodation is limited by the lack of gated and camera cells. The Board believes that these are important facilities which should be provided for the safe management of segregated prisoners. A gated cell exists on D wing, outside the CSU itself. The outside area available to prisoners is bleak and unattractive. A metal seat and flowers would help. Accommodation for staff is limited by location, access and size. There is no separate male staff toilet and access to a computer terminal can be difficult. The Board recognises the stress working in a CSU puts on the staff assigned to work there and suggests that staff accommodation issues need to be recognised and addressed for the well-being of both staff and prisoners.
- 6.7.3 The Board is satisfied that prisoners at HMP Buckley Hall are segregated appropriately and that proper procedures are in place to ensure that a prisoner is suitable for segregation. The prison's mental health team plays a significant and laudable role in the unit. Prisoners in the unit are seen on a daily basis by the Duty Governor, a member of the Chaplaincy team and Healthcare staff. The doctor visits twice a week. Prisoners in the unit are offered daily showers, exercise, access to a telephone, radio and library books. Prisoners in the unit on Own Interest are offered in-cell work. Participation by prisoners in the activities offered is closely monitored and documented. A pattern of non-participation is identified and addressed. There is a plan to introduce a small gym area in CSU but the progress in doing so is slow.
- 6.7.4 All CSU prisoners are assigned a Personal Officer and several prisoners have indicated that they appreciate having access to this system whilst segregated. The relations between CSU staff and prisoners is generally very good. Where possible CSU staff are experienced at working in a CSU, with segregated prisoners. The introduction of national staff efficiencies means that at times inexperienced officers work in the unit. The Board notes that CSU officers do not at the moment receive Mental Health and Diversity Training and that no training has yet been made available to staff on how to meet the specific needs of segregated younger prisoners and Score 3s. As HMP Buckley Hall is in the future to receive an increasing number of younger prisoners earlier in their longer sentences i.e. 4 years and above, such training is imperative.
- 6.7.5 Prisoner reviews and adjudications are taken by the senior manager. The Board monitors these activities and is satisfied that they are well-run and fair. Prisoners are given plenty of opportunity to participate and to express their views. Paperwork is read and completed thoroughly. A member of the prison's mental health team attends all reviews.
- 6.7.6 In the previous reporting year the Board referred to the decision to introduce a smoking ban in the Care and Separation Unit. This ban has recently been reversed following advice to the Governor's receipt that such a ban was legally tenuous.
- 6.7.7 Delays in moving prisoners from CSU into other establishments remain a matter of concern. Board Members could be forgiven for thinking that the present system relies too heavily on an informal and unstructured network of prisons and of staff 'calling in favours'. The presence of an overarching and coordinated approach is not apparent to the layperson and the involvement of Area Office appears to be a policy of 'last resort'.

6.8 Residential Services

- 6.8.1 Two new Residential Governors have been appointed during the current reporting period and members of the Board have observed a much more robust approach to managing the wings since these appointments were made. Prisoners have responded positively to both appointments and welcome their clarity, fairness and approachability.
- 6.8.2 In the previous reporting year the Board stated that washing machines and dryers on the wings were not 'fit for purpose' and, additionally, that prisoners claimed repairs to such equipment were not carried out promptly. This year, the Board are pleased to report that much of this equipment has been replaced and there has been a significant drop in the number of complaints.
- 6.8.3 The elected Prison Council introduced last year has been disbanded and replaced by a Prison Committee which appears to be operating in a similar fashion. In addition, each residential wing now has an elected prisoner representative who meet with the residential governors on a regular basis to discuss issues of common concern. A new initiative has been the appointment among the prisoners of 'Community Advisers' who provide information and advice on a wide range of matters and who are the focal point for Prisoner Applications. Their role is being gradually extended and they are key members of the new Prison Committee.
- 6.8.4 The schedule for internal repainting of the Wings has continued throughout the reporting year and is almost complete. As a result, the Wings generally look clean and tidy. Member of other Boards who have visited during the year, have commented very favourably on the cleanliness and absence of rubbish around the prison generally.
- 6.8.5 The new IEP policy was introduced nationally in November. The Board has monitored the paperwork and review procedures when a prisoner's IEP status is changed and is satisfied with the process. Buckley Hall tends to have a higher proportion of Enhanced IEP prisoners than comparable prisons [60% at Buckley Hall compared to 49% in its comparator group]. There has been a suggestion among some staff that this variance is not warranted by the prisoners' behaviour and should be reduced. If this is indeed to be the case then such a change will need to be handled with considerable care and thought.
- 6.8.6 The IEP Board is now being managed by two Offender Supervisors and the Board welcomes this development. In addition, an IEP Self-Appraisal Form has been introduced in order to encourage prisoners to proactively engage with their IEP status. The Board continues to receive complaints from prisoners who have had their IEP status downgraded; some claim they received no prior warnings about the behaviour while others said they had not been given the paperwork informing them of the decision or of their right to appeal.
- 6.8.7 The Board were concerned about the possible impact on prisoners of losing their evening association on a rotational basis, due to recent staffing levels. However, although prisoners complained about this temporary decision there were no negative outcomes. In large part, this was because the situation had been fully explained to prisoners in advance and reflects the importance placed on good communications between Management and Prisoners..
- 6.8.8 A few prisoners have stated to Board Members they do not feel safe on the Wings because – so they claim - some officers, spend too much of their time in their Office and not out on the Wing. Board Members appreciate that Officers have a number of administrative duties which require them to be in the Wing Office but, nonetheless, reported these claims to the Residential governors. Some of the Board have said that towards the end of this reporting year, it has now become increasingly likely to see an officer on the wings.

- 6.8.9 As usual, there have been a number of complaints about the weekly canteen order; these include the paucity of catalogues (compared to other prisons) and the significant number of unbranded goods on the canteen list. Prisoners have been encouraged to raise their issues with their wing representatives and prison committee representatives.
- 6.8.10 There has been an on-going issue with the showers on the Wings not working properly. This has been raised with the Facilities Manager who indicated that new mixers (£800 each) were gradually being installed but his low levels of staff made this work difficult to complete quickly. Members of the Board have seen the monthly statistics of planned and unplanned work for the Facilities department and conclude that the staff are very efficient in terms of meeting targets for both. The Board, therefore, attach no blame to the staff for any delays but rather consider that the recent decision to give the maintenance contract to an outside provider is a matter of regret. In the opinion of the Board, it is difficult to believe that a new provider will provide the Governor with as responsive and cost effective a service.
- 6.8.11 The Board are concerned about the volume of prisoners' property involved when prisoners are moved in/out of HMP Buckley Hall. Longer term prisoners accumulate a large amount of property and GeoAmey will not take all of it; consequently there is then a problem of sending it on. Delays in doing so have become commonplace. A number of prisoners have contacted the Board to ask if partners or parents can collect their property from previous prisons and bring it to Buckley Hall, as an alternative. Buckley Hall lacks the storage facilities needed to implement volumetric control and perhaps more use should be made of the storage facilities at Branston. The Board has been informed that Volumetric controls on prisoner property are being enforced whenever prisoners' cells are searched but it is not apparent this is routinely applied. On a purely practical level, volumetric control seems to be based on the number and approximate weight of the plastic bags prisoners have for their property and there are certainly not enough boxes for each prisoner to have their own. In the opinion of the Board, it would be a 'courageous' decision by the Governor to try and impose the official volumetric controls across the whole prison at once.
- 6.8.12 Prisoners have told the Board that they have to spend more of their own money on food and clothing because of cutbacks in their meals and the fact that clothing parcels are no longer allowed. The Board has some sympathy with their view that the amount they are allowed to spend each week on their canteen, based on their IEP status, should be increased to reflect this.
- 6.8.13 Buckley Hall is no exception to the problem of mobile phones within prisons. Although there has been a number of significant finds during the year through intelligence and perimeter searches, the suspicion remains that many phones go undiscovered. The use of mobile phone blockers offers the potential to disrupt their use and it is regrettable that the introduction of this technology into Buckley Hall is slower than might be hoped for.

6.9 Other Issues

Catering and Kitchens

- 6.9.1 On occasion, during this year, Board Members have commented that a significant number of kitchen machines and appliances have been out of operation. Given the crucial importance of their food to prisoners this gave the Board cause for concern and made the work of the Catering Staff more time consuming and stressful. In these circumstances, whether or not the current maintenance contract on kitchen equipment is sufficiently responsive, flexible and effective is a valid issue for the Board to raise.
- 6.9.2 As a result of budgetary constraints cold lunches were introduced during the current reporting year. Very quickly the Board started receiving complaints from prisoners about the nutritional content of these lunches and particularly from those involved in heavy manual labour. However, a dietician has indicated that the nutritional value is satisfactory and, to be fair, prisoners have been fairly accepting of the financial constraints on the Catering Manager.
- 6.9.3 The Catering Manager regularly attends the Prisoner Committee and is always willing to explain the tight finances under which the Department has to operate. The Board commend the efforts of his staff to cater for those on special diets and to provide appropriate food during the Muslim and Christian festivals. The menu for the week ahead is posted on the electronic kiosk and ordering food on the kiosk is now well established throughout the prison.

Prisoners' Induction

- 6.9.4 During the year, induction has moved from B Wing to C Wing and the basic elements of the Induction programme are now delivered on a daily basis rather than twice weekly. A classroom on the Wing, with DVD facilities, is to be available for delivery of the programme. Elements of the programme are delivered by Prison Orderlies and by the Community Advisers, which provides prisoners new to Buckley Hall with a realistic view of what to expect. An Information Sheet containing basic details about the prison is to be made available for new prisoners to post out to their family. The Prisoner Handbook is informative and thorough.

Prisoner Complaints

- 6.9.5 Prisoner complaints within the prison are tracked and monitored effectively by the prison and the vast majority are answered within the deadline. The nature of the complaints are regularly analysed and the results publicised. Board Members would like to place on record the cooperation and support they receive from the Complaints Clerk.
- 6.9.6 It is of note that Board Members and the Complaints Clerk find it more difficult to monitor the progress of complaints which involve a prisoner's previous prison. Too frequently, prisoners do not receive a reply to these complaints within time and even reminders to the other prison that a reply is overdue do not always solicit a response. Many of these complaints relate to a prisoner's property and, as stated earlier in this Report, given the limitations on the amount of property which is loaded onto prison transport, this problem is likely to cause increasing friction among prisoners whenever they are moved.

Adjudications

- 6.9.7 Prisoners found in possession of unauthorised articles following a cell search have been citing the lack of a cell key as their defence at Adjudications. This problem arose as a result of new locks being delivered without keys. However, the Board feel satisfied that most prisoners now have a cell key.
- 6.9.8 Prisoners have told the Board that if they are found in possession of a mobile phone they are automatically being reduced to a Basic IEP regime before any findings of guilt at adjudication. The Board are aware that the two procedures are unrelated but would, nevertheless, question the legitimacy of such a practice if the prisoner involved had no previous pattern of such behaviour.
- 6.9.10 In relation to Adjudications for possession of a mobile phone, it has been decided that if the police do not act within two weeks, these will now be dealt with by a Governor and not by the Independent Adjudicator. Consequently, the delays in the process are much reduced and it is far less likely that such cases are dismissed as being 'out of time'.
- 6.9.11 At present, not all Officers know how to use the technology required to display CCTV evidence in Adjudications and there is a risk that it has become a skill of which the alchemists would be proud. The screen on which CCTV evidence is displayed in Adjudications is too small and should be more easily visible to those present.
- 6.9.12 Board Members have observed a number of Adjudications over the year and can report that they are conducted fairly, impartially and with due regard to procedure. Adjudication findings and paperwork are monitored by the Governors at a quarterly meeting.
- 6.9.13 The introduction of Compensation Awards for damage caused has had a limited impact on prisoner behaviour. Those who have limited funds do not appear unduly concerned when such Awards are made against them and know that recouping the money will extend far into the future. Most are also aware, that funds sent in by friends and relatives would be set against the Compensation Awards and so discourage them from doing this.

Drugs

- 6.9.14 Illegal drug use within the prison is an ongoing and significant issue with its effects on the control of the establishment, the dangers it poses to prisoner health and the issues of debt and bullying it creates. Despite the best efforts of all involved, Prisoners still speak about the easy availability of drugs within the prison.
- 6.9.15 The dangers of 'spice' have been well-publicised and, during the year, all too evident to those in the prison – with life-threatening episodes - and yet is still used by a number of the prisoners. The easy availability of these 'legal highs' in the community adds to the problem of managing the problem of drug taking within the prison. There is also a suggestion that steroid use within the prison has increased over the last year. It would appear, from discussion with the DARS manager, that prisoners taking steroids do not see themselves as having a 'drug problem' and are rather more calculating in its use.
- 6.9.16 The Drug Recovery Wing is now well-established and staff provide a wide range of programmes and one-to-one work. However, recent staffing shortages have meant some of the activities on offer have had to be curtailed and it is to be hoped this matter can soon be resolved.
- 6.9.17 As expected, Prison Management has a wide range of policies aimed at both the demand and supply sides of illegal drugs. During the year, there have been some significant finds as a result of

intelligence and staff vigilance. However, as one line of supply is tackled another seems to emerge. The size and persistence of the problem cannot be underestimated and, unlike the Second Labour of Hercules, may never be won by the Governor.

Offender Behaviour Programmes

6.9.18 Attendance and involvement in Programmes form an important part of many prisoners' Sentence Planning and it is a matter of some frustration to the Board that they feel unable to monitor this area effectively; principally because issues of prisoner confidentiality restrict Board Members' access to its activities.

7. The Work of the Board

Membership

The Board has an allocation of 14 members. Officially it has a complement of 10 Board Members but, effectively, has been operating with 5 members – 2 of whom are dual-boarding and to whom we are extremely grateful. Of the other members; 2 were in their probationary year and 1 had been given leave of absence. Given the limited numbers on the Board, the active Members must be commended for giving a considerable amount of additional time and commitment to ensure that the Board fulfils its role at Buckley Hall.

Organisation of the Board

The allocation and performance of duties has been altered this year. Each week, as a result of the changes, two members are on Rota Duty, two monitor Reviews & Adjudications and two are responsible for prisoner IMB Applications. This involves the six members visiting the prison at least once a week each.

Recommended Complement	14
Members at start of period	10
Members at end	10
New Members	2
Board Meetings	12
Average Attendance	7
Rota Visits	102
Training of Probationary Members	90
Prisoner Applications Visits	100
Prisoner Inductions	10
Care & Separation Reviews + Adjudications	110
Serious Incident	2
Chair and Vice Chair Duties	20
Board Meetings	90
Miscellaneous	37
TOTAL VISITS	561

APPENDIX

8. Applications to the Board August 2013 – July 2014

Subject	Total	% of Total
Accommodation	9	3.0
Adjudications	10	3.3
Diversity related	5	1.7
Education / Employment / Training	25	8.3
Family / Visits	13	4.4
Food / Kitchens	1	0.3
Health	31	10.4
Property in Buckley Hall	30	10.1
Property transferred to Buckley Hall	33	11.1
Sentence Related	94	31.6
Staff / Prisoner	4	1.3
Transfers	12	4.0
Miscellaneous	31	10.4
TOTAL	298	100%