



Bullingdon Community Prison

Annual Report

1 August 2010

to

31 July 2011

Section 1

STATUTORY ROLE OF THE IMB

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

The Board is specifically charged to:

- (1) 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.
- (2) inform promptly the Secretary of State, or any official to whom he has delegated authority as it judges appropriate, any concern it has.
- (3) **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.**

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

The Board thanks all the prison staff for their co-operation in fulfilling our duties. In particular the Governing Governor Mr Andy Lattimore has attended virtually every Board meeting, invested a lot of his time with us, answered all our questions and shared very valuable information on the prison and its operations.

His contribution to our meetings has assisted enormously in our work and we hope that our excellent relationships with all the staff have helped to make the prison a more effective and humane reforming and resettlement establishment.

Section 2

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Section 3

DESCRIPTION OF THE PRISON

Bullington Community Prison is a Category C prison (with a Category B commitment) and opened in 1992 as a local, training and remand adult male establishment. With a CNA of 879, the prison has an Operational Capacity of 1,114, and for much of the year was almost full.

During the year Bullington improved its performance as measured on a range of targets specified by NOMS. It is very pleasing to note that by the end of the year the prison became the highest performing establishment both in the comparator group and region.

The prison serves Oxford and Reading Crown Courts and the Magistrates Courts in Oxfordshire and Berkshire. However, due to overcrowding intakes, Bullington holds prisoners from many other parts of England and Wales. Prisoners are often transferred at short notice in and out of the prison.

There are six accommodation units. Of the original four units built when the prison opened, one houses primarily remand prisoners, one houses mainly short sentence prisoners and two units house longer sentence prisoners. The fifth unit opened in 2000 houses prisoners who are largely kept apart from the rest of the prisoners due to the nature of their offences. The newest unit was opened in 2008 and has two spurs, one used for inducting prisoners before they are transferred onto one of the other units and one as a Resettlement Spur.

The prison has generally good facilities including some newly provided when the latest accommodation block was put up in 2008. However the prison is now 20 years old and some of the building fabric no longer meets the latest standards while some of the intensively used areas are showing signs of dilapidation.

Facilities include a library, kitchens, a gymnasium, a multipurpose block housing workshops and classrooms, further workshops, a healthcare unit, a separation, segregation and care unit (SSCU), garden facilities and a sports pitch.

Provision of healthcare is contracted to the Oxfordshire Primary Care Trust, Education is provided by Tribal & The Manchester College and the Canteen is provided by DHL/Booker.

Section 4

ISSUES

(a) Particular issues requiring a response.

(i) Policy Issues for reply by Minister

- to press for inquests into deaths in custody to be held as soon as possible after the death.

(ii) Operational Issues for reply by Prison Service

- to consider not sending vulnerable prisoners to Bullingdon if there is no space available on the sex offenders' wing
- (Issue primarily for the local PCT) to ensure that the provision of healthcare services is brought up to a satisfactory level and maintained there
- to expedite the review of mobile phone blocking technology
- (Issue primarily for the local PCT) in healthcare, to expedite the replacement of beds and refurbishment of the outpatients area
- to speed up the processes for examining and if needed, transferring mentally ill prisoners to secure treatment facilities.

(b) Other issues of concern or excellence not requiring a response.

- to congratulate the prison on achieving the highest level of performance

(c) Overall judgement.

The Board continues to be generally satisfied with the overall standard of the prison management, treatment of prisoners and facilities provided, although resolution of the above issues would further improve the prison.

Section 5

AREAS THAT MUST BE REPORTED ON

a) Diversity

Since the last Annual Report, the focus has expanded from Race Relations to include all strands of Diversity and Equality. The Race Relations Action Team has been re-designated as the Bullingdon Equality Action Team with consequent changes in the post of Race Relations Officer and the Race Relations complaint process. The complaint system now covers complaints on all Diversity issues. The Wing Orderlies have been re-trained, and now handle all aspects of Equality and Diversity, whilst continuing to deal with Foreign National prisoner issues. These changes will mean that other aspects of Diversity such as older prisoners, disabled prisoners, and those with learning difficulties will also be monitored on a regular basis.

The number of BME (Black & Minority Ethnic) prisoners has remained stable at 33/34%. There is still concern at the under representation of BME prisoners on the Enhanced regime. There has been some improvement, but more work needs to be done to improve this. Efforts are continuing to encourage all those prisoners who are eligible for enhanced status, to apply.

Otherwise the generally quiet but efficient work in maintaining good community relations and investigating racially motivated complaints continued.

b) Learning and Skills

The provision of Learning and Skills was a constant problem throughout the previous year. It is pleasing to note that the efficiency and effectiveness of the service improved markedly during 2010/11. Pressure from many quarters resulted in The Manchester College taking action to ensure the provision of adequate staffing and arrangements for classes to take place.

Consequently attendance rates improved considerably and the staffing of the department became more stable. The introduction of a general prisoners' movement tracking system assisted attendance at classes by ensuring that prisoners attended the classes for which they were scheduled.

c) Healthcare and Mental Health

The poor provision of healthcare services by the Primary Care Trust had been a serious problem highlighted in our 2009/2010 report. Progress was made on many issues during the year, but some issues remained and new ones surfaced during the year. The Board acknowledges the progress made, but the overall standard of service remains inadequate and inefficient. This view is apparently shared by the NHS as after the end of the year in question a formal performance notice was served on healthcare requiring improvements to be made.

At the beginning of the year there were problems of low staff morale; little staff training; staff recruitment at a standstill; irregular attendance by healthcare staff at GOOD Boards; serious drug issuing errors; a four week waiting period to see a GP; missed appointments to outside hospitals and healthcare applications to the IMB at an all-time high.

After the beginning of the year the number of healthcare staff increased through new recruitment but towards the end of the year the position deteriorated again. In-house staff training recommenced. Healthcare staff now attend all GOOD Boards. By the end of the year wing-based treatment rooms were installed on almost all wings, but problems with the reliability of the methadone dispensers have caused delays. Apart from increasing efficiency in dispensing medications, a screening system by nursing staff reduced the GP waiting list to 6/8 days.

The number of applications made to the Board concerning healthcare remains high.

The Board felt it unacceptable that only two prisoners per day were allowed to go to for outside medical appointments, leading to cancellations and long waiting times for investigations and treatments. The Board urged this policy to be changed so that at least three prisoners who have appointments can attend on any particular day. After the end of the year, the policy was changed to increase the number of prisoners able to attend appointments at any one time.

When the sex offenders' wing is full, vulnerable prisoners coming to Bullingdon go straight to the Health Care Unit until a space becomes available on the sex offenders' wing. The Board wishes that such prisoners should not be sent to Bullingdon if there is no space available immediately on the appropriate wing.

New bathing/shower facilities in the unit were installed during the year. The out-patients waiting area was still to be refurbished at the end of the year and rusty beds in the unit had not been replaced; both were recommended by the last HMIP inspection in October 2010.

The contract for supplying GP services had expired in April 2010 and wholly inadequate locum services were being provided. It took until 1 July 2011 for a new

contract to begin, which was far, far too long but at least the services are now being provided reasonably satisfactorily.

There was a relatively high level of drug errors, both for medication and controlled drugs.

It is a perennial problems that the prison receives some mentally ill prisoners who are too dangerous to be kept at Bullingdon or too ill to be treated here. It often takes a long time for such prisoners to be assessed and if needed, transferred to secure treatment facilities. In the meantime disproportionate staff resources are needed to cope with them, disrupting the regime to the detriment of all the other prisoners.

There is only one uniformed officer detailed for duty in the inpatients section, despite the fact that the prisoners in the inpatients department are usually mentally ill and sometimes dangerous. This causes additional problems for the medical staff.

d) Safer Custody

The Board monitors the work of the Safer Custody Team and attends ACCT reviews when asked. Our monitoring indicates that there are effective procedures in place to check on prisoners' welfare, take measures where there are concerns, use the ACCT procedure and care for prisoners.

There was one very serious self harm incident during the year. A prisoner tried to hang himself and was saved from death only by the prompt and skilled application of resuscitation techniques by an officer.

There was a case when a prisoner became extremely ill shortly before he was due to be transferred to a mental health facility. It became clear when a case review was conducted that there had been failures in co-ordinating his care plan and useful improvements to procedures have been implemented.

There were two deaths in custody during the year. Both were confirmed as being due to natural causes at the inquests held after the end of the year. Nevertheless, at the end of the year inquests were still outstanding on two further deaths in custody dating back to the previous year. This puts strain on the family members and the prison staff who were involved.

e) Separation Support & Care Unit (SSCU)

The unit continued to operate in a satisfactory manner even at times when it was very full, which was much more often than in the past. The number of GOOD (Good

Order or Discipline - review of continued segregation) Boards increased from 371 in 2009/10 to 698 in 2010/11.

When prisoners are moved to the SSCU the minimum amount of force that is possible is used. A new initiative is that, when a prisoner is 'walked down' to the SSCU for refusing an order (e.g. to change cell), full searches are carried out only in those cases where intelligence justifies such an action. This has reduced some tensions that had occurred between staff and prisoners.

The increase in the number of GOOD Boards indicates that the SSCU was much fuller during the year than in past years. While the reasons for this have not been analysed, it is probably due to more prisoners being located in the Unit because they have refused to relocate from one cell to another on normal location and an increase in the number of new sex offender prisoners for whom there was no room on the dedicated sex offenders' wing.

The Board attended virtually all GOOD Boards. The willingness of the staff to rearrange timings, so the Board members did not have to make extra visits to prison, is much appreciated.

The Management's view is that, while staff need to be appointed to the SSCU for reasonable periods so that they can gain the necessary experience of working in this environment, staff should not spend extended periods as SSCU's staff. It is encouraging that, when the Management indicates that there are staff vacancies in the SSCU, more people volunteer to join the SSCU than are needed which enables Management to conduct a rigorous selection procedure.

In the past it was not uncommon to find vulnerable prisoners (VPs) in the SSCU simply because there was no cell space available for them on an appropriate Wing. It is preferable that VPs are not sent to Bullingdon if there is no room for them on the sex offenders' wing. However, if they must be sent to Bullingdon it is preferable they are located in Healthcare than in the SSCU. A new and welcome arrangement is that these overspill VPs are now placed in the Health Care Unit. It should be noted that, while this is clearly a more appropriate location for overspill VPs and reduces the work-load on the SSCU staff that had to escort these prisoners to other Wings for association, it does place an added load on HCU staff who must keep VPs separate from other prisoners.

Section 6

OTHER AREAS OF THE PRISON REGIME ON WHICH THE BOARD HAS ISSUES TO REPORT

Adjudications

There were 1,946 adjudications during the year, a 12.4% increase over the 1,729 cases in 2009/10. There does not appear to be any particular reason for the increase in adjudications, but the position will continue to be monitored.

Catering

The food spend is £2.10 per prisoner to provide three meals a day. This sum has not increased this year despite the well publicised increases in food costs.

The introduction of a five choice menu and a chef dedicated to specific dietary requirements have been positive improvements resulting in far fewer complaints. A great many meals are now prepared in house and managers are in the process of compiling a data base of 300 recipes. This will enable the dietician to undertake a nutritional analysis. Funding has been provided.

A Canteen and Catering Meeting takes place every two months with a prisoner rep from each wing. They have the opportunity to discuss issues, ask staff questions and bring comments from others on their wing.

For the most part kitchens and wing serveries have been kept clean but lunch regularly starts before the official 11.45 am.

A kitchen-based NVQ has been agreed but not yet initiated.

The staff and management are enthusiastic about their work and achievements.

Canteen

The Canteen (shop) is run by DHL and employs 24 enhanced regime prisoners mainly from Edgcott. The funding for a NVQ qualification was stopped this year but DHL say they will start an apprentice scheme. The Canteen is run as a business

and supplies 5 other prisons in the area. Bonuses are paid on top of wages but if there is a theft all prisoners lose their bonus.

The Canteen has 140 items on its list and which is reviewed regularly. Prisoners have the opportunity to make requests for items to be added.

The major complaint is that prices are consistently higher than on the high street and that refunds on returned items take a long time to come through. However price levels are outside the prison's control and reflect the small volume of business in each establishment.

Drugs in the prison

During the year significant measures were taken to reduce the quantity of drugs entering the prison. They appear to be reducing the supply and the staff are to be congratulated. Recent face to face surveys carried with "reliable, sensible and honest" prisoners when asked how drugs get into the prison highlighted both reception and visits as the main sources of supply.

New prisoner movement procedures, new visitor hall tables, the dress code in the visits hall, better intelligence led searches have resulted in a much reduced rate of mandatory drugs test failures. Increased quantities of illegally produced alcohol have been found which could well be an indication that drugs are harder to obtain in the prison.

Drug testing intensified with therapeutic testing at 483 exceeding incentive testing at 374. Of these 2.07% and 3.21% respectively are proved positive with 3.93% refusing to take the test.

As last year, the presence of mobile phones in the prison and their use in drug dealing remains a serious cause for concern and the Board believes that measures to block these phones should be investigated with more urgency.

Estates

Maintenance programmes continued throughout the year although cuts in the budget (by 10%) began to have an effect on the amount of work that could be carried out and delays are now occurring. However, new serveries were put in and boilers replaced.

Although the showers on all wings have been re-furbished, rust is still visible on the air vents and the ceilings continue to have peeling paint.

There is a programme to replace the prison windows in order to stop litter being thrown out, stop illicit items coming into cells and reduce heat loss, while still providing adequate ventilation. Delays in supplying the windows and lack of finance meant that at the end of the year the programme had only just begun.

Two cells in the SSCU have been adapted specifically for prisoners on dirty protests.

Foreign National Prisoners (FNPs) and Immigration Detainees

In June 2011 there were 150 Foreign National Prisoners in the jail (14%), 9 more than the previous month. In descending order the most represented nationalities were Vietnamese, Polish, Jamaican, Irish, Pakistani, Indian and Chinese.

FNPs who do not receive visits now receive extra credit on their PIN phone cards and this is an improvement over the previous system, which involved booking phone calls via the prison phone system, a process which was not generally well understood, particularly by those prisoners with very poor language skills.

The number of Immigration Detainees (foreign national prisoners who had completed their sentence and were awaiting deportation) in June 2011 was 7. This figure is notified to Population Management Unit on a weekly basis. The UK Border Agency Staff come to the jail weekly to deal with those prisoners who are likely to be deported and this has helped to speed up detainees being transferred to Immigration Centres although some delays still occur. The specialist worker from the Detention Advice Service comes to HMP Bullingdon every three weeks to offer independent advice to those with immigration queries, using the Big Word translation service where necessary for those with little or no English language skills.

Probation including Public Protection, Offender Assessment System (OASys), Lifers and Home Detention Curfew/Licences

The backlog of outstanding OASys assessments continued, but in large part this is due to prisoners being transferred in to Bullingdon without the assessment which should have been completed before they arrived.

The monthly Inter-departmental risk assessment meetings are generally well attended and are a useful forum for sharing concerns/knowledge of individual prisoners.

The number of lifers in the prison has remained constant at around 150 (mandatory and indeterminate sentence) during the year.

The introduction of the Integrated Offender Management programme (an overarching framework for bringing together agencies in local areas to prioritise interventions with offenders who cause crime in their locality) started during the year and should reduce the rate of reoffending, particularly among short sentence prisoners.

Reception & Property

The prison has been nearly full on most evenings during the year. Reception staff often have to work long evenings when prisoners arrive late from court or simply because of the high number of prisoners arriving. The establishment is increasingly accommodating overnight prisoners, which puts additional strain on reception staff in processing many different prisoners into and out of the prison for one night only.

The high level of prisoner movements increases the opportunities for property to be mislaid and this is a constant cause of applications to the Board.

Generally, officers are professional and polite when interacting with prisoners. We have nevertheless also witnessed some more negative behaviour. At times, Reception seems obviously understaffed for the number of prisoners there and officers seeming overworked. Problems arise in the holding cells and there can be a shortage of space for property, which has to be placed throughout the corridors. Procedures continue to be followed, but in a less ordered way.

There have also been problems when many escort staff are in reception which makes the area feel very crowded.

We have been informed that management in the prison is aware of problems with staffing in Reception and that effort is now being put into solving these.

In addition to issues with staffing in reception, the following items have been noted:

a) All incoming prisoners need to be seen by healthcare and many need to be seen by a doctor. The GP on duty often does not arrive in reception until 8pm. This means that some prisoners are waiting in reception for up to 8 hours to be seen and located onto a wing. The GP's late arrival also has an adverse effect on staff. It has happened, for instance, that reception officers had completed their work by 8.45pm but that they then had to wait three hours for healthcare to complete their work.

b) Prisoners can also wait in holding cells for long periods of time because of movement restrictions imposed by meal times, free flow times, staffing levels etc

Property is still one of the largest issues for the IMB. With the increase in movements between prisons there are more chances for property to be lost or left behind. Members of staff working in Property have commented that, as the rules about what property is allowed differ from establishment to establishment, the logging of property is made very complicated. Property administration seems to be the first thing to be delayed when Reception is understaffed.

These issues are recognised by the prison's management and by the end of the year a review of staffing had begun.

Induction

The first night interview and phone call are still taking place in reception. The plan for this to be moved to Finmere wing was shelved as prisoners needed to remain in reception to wait for healthcare, so it was more effectively done in reception.

Spur 1 has been consistently busy. It struggles to function properly as a first-night/induction wing, as it often receives overnight prisoners or ends up housing prisoners for several weeks, as they are awaiting an onward transfer. Returnees also disrupt the spur and can make the atmosphere a little more volatile. While there prisoners do not have access to the gym, library etc.

Inductions work well. They take place within 48 hours of prisoners arriving. The induction room has been improved and is looking tidy and comfortable. Carats now show a video during all induction courses to highlight the detrimental effects of drug use and educate prisoners about the dangers. IMB leaflets are prominently displayed alongside other material

Visits

The centre is open 6 days a week and deals with an average of 1349 visitors per month, of whom 577 are children.

A computerised booking system, introduced Autumn 2010, has not been without problems causing additional work and disgruntled visitors. Towards the end of the year there was an increase in the number of visitors who did not show up, but the reasons why are unclear. During the year the dress code for visitors was enforced which was accepted by most with reasonable goodwill but challenged by others. After initial period the staff now feel supported by Officers and there are few problems. Also introduced smoothly during the year has been a voucher system for

spending within the prison. The Manager has set up a Visits Advice Line which seeks to answer the most frequently asked questions between 11 and 4 Mon-Thurs.

The Board was concerned during the year that the cameras were frequently not in action and that the dogs cannot always be used. Towards the end of the year action was being taken to improve the situation and a new camera system will be installed.

Offending Behaviour Programmes

The department has had to contend with staff shortages and accommodation inadequacies but has met most of its performance targets. The Sex Offenders Treatment Programme has been problematic as about one third of sex offender prisoners are in denial and therefore refuse to attend the programme. They should be moved elsewhere to make way for prisoners who will participate but there are too few places elsewhere for prisoners in denial.

CALM (anger management) courses have doubled and funding has been agreed for new programmes in 2012 - an SOTP (Sex Offenders' Treatment Programme) for those with a lower IQ and learning disabilities; and a new programme to be known as Becoming New Me.

Prisoners are assessed for their drug and alcohol dependency within 3 days of entering the prison with an annual target of 900 prisoners to be seen. 86 of these will follow on to attend alcohol courses whilst 96 will do the RAPT course on drugs. Those passing through the courses are 36 and 24 respectively.

Whilst drugs are considered serious and in need of continual effort to control, the take up on alcohol courses is reflecting the fast growing effect of this incentive to crime. Drugs tend to create theft, petty robbery, and other acquisitive crime whilst alcohol creates aggressive crime. Courses on alcohol control are well supported and are fast coming up to the numbers of those requiring and calling for drugs.

The attendance of families at all course graduation ceremonies is being encouraged and supported. Whilst initially not attended they are now becoming a source of great interest and great sources of pride.

Section 7

THE WORK OF THE BOARD

BOARD STATISTICS	2010/11	2009/10
Recommended complement of Board Members	20	20
Number of Board members at the start of the reporting period	16	19
Number of Board members at the end of the reporting period	16	16
Number of new members joining within the reporting period	4	0
Number of members leaving within reporting period	4	3
Total number of Board meetings during reporting period	11	12
Average number of attendances at Board meetings during reporting period	11	14
Total number of visits to the prison/IRC (including all meetings)	504	651
Total number of applications received	973	1046
Total number of segregation reviews held	698	371
Total number of segregation reviews attended	694	368

Section 7 (cont.)

Applications

Subject	2010/11	2009/10
Confidential Access	40	28
Transfer	72	48
Post / telephone/Newspaper	44	36
Property	144	147
Complaints	124	104
Medical/Dental	168	150
Visits	20	24
Monies	45	64
Adjudications/MDT	10	9
Regime	31	34
Education/Lib/Gym	15	18
Employment	29	37
Categorisation / IEP	28	10
Food / Diet	42	44
HDC /Parole /Release/ROTL	36	65
Deportation/F National	7	20
CARATS/Rapt	1	5
Canteen/Argos/M&M	15	27
Re settle/Sentence Planning /Probation	13	18
w/drawn	22	38
Police Liaison/legal/Security	8	9
Recall	3	14
Wing / cell Move	9	12
Heating	10	1
No Reason Given	8	8
Other	29	58
Totals	973	1046