



Bullington Community Prison

Annual Report

1 August 2013

to

31 July 2014

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 wishes to thank all the prison staff for their cooperation, and in particular the Governing Governor, Mr Ian Young. On those occasions when the Governing Governor has been unable to attend a Board meeting, the Deputy Governor, Ms Helen Clayton-Hoar, has attended.

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Section 3 DESCRIPTION OF THE PRISON

Bullington Community Prison is a Hybrid Category B Local Prison/Category C Training Prison. It has recently been designated as a Resettlement prison for the Thames Valley and Hampshire. The proportion of Category B prisoners (other than those on remand) has been significantly reduced during the reporting year.

With a Certified Normal Accommodation of 879, the prison has an Operational Capacity of 1,114 and operated with an average occupancy of 1093 between 1 August 2013 and 31 July 2014 (compared with 1063 in 2012-2013).

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

During the reporting year, Bullington has received young adults following the closure of HMP Young Offenders Institution (YOI) Reading; at times during the year there have been over 50 young adults at Bullington.

There are six accommodation units or wings, which normally house the following categories of prisoners:

- A – Remand Prisoners (Category B)
- B – Remand Prisoners (Category B)
- C – Convicted Prisoners (Category C)
- D – Convicted Prisoners (Category C)
- E – Remand and Convicted Prisoners (sex offenders)
- F - Spur 1 – Induction; Spur 2 – Lifer prisoners

The prison has generally good facilities but most of the prison is now over 20 years old: some of the building fabric no longer meets the latest standards and some of the intensively used areas are showing signs of dilapidation.

Facilities include a library, a chapel, kitchens, a gymnasium, a multi-purpose block housing workshops and classrooms, further workshops, a healthcare centre (HCC), an area for delivery of programmes for sex offenders, a separation, support and care unit (SSCU), garden facilities and a sports pitch.

Healthcare is provided by Virgin Care. Education is provided by Milton Keynes College and Learning and Skills induction and assessment by Tribal. Oxfordshire County Council provides Library Services.

Section 4 EXECUTIVE SUMMARY

Overall summary and judgments

During the reporting year, the establishment has undergone significant changes of regime, largely brought about by the implementation of Benchmarking and the difficulty of maintaining staffing at Benchmark levels. Significant recruitment difficulties have been experienced and there are high rates of staff sickness. Consequently, the routines of the prison have seen significant adjustments, and the IMB is concerned about the impact of these on prisoners.

There has been a reduction in purposeful activity, in particular in education, work and gymnasium and an increase in the time prisoners have to spend locked in their cells. This finding has to be seen alongside the national policy of rehabilitation, the decision to move HMP Bullingdon to Resettlement status and the shifting composition of the prisoner population. Officers are frequently diverted from certain core functions, such as the Offender Management Unit (OMU), to work on the wings in order to maintain staffing levels. Consequently, important casework, such as preparing the basic offender assessment report (OASys) and pre-parole reports, is seriously delayed.

Against this background of major and continuing change, the IMB considers the prison management has, overall, maintained an environment that is safe and secure. However, evidence indicates that maintaining such an environment is becoming more and more difficult; if the trend continues, the risks to prisoner and staff safety could increase. Although members find many examples of staff showing great professionalism in the face of multiple pressures, there are also increasing instances of low morale across all grades. The strong commitment of staff has ensured that the prison has so far avoided a highly serious incident. Nevertheless, the pressures from reduced staffing levels, allied to ongoing difficulties in recruitment and retention, present a serious challenge.

The IMB feels duty bound to indicate the potentially serious consequences for safety and for rehabilitation if the concerns raised above are not addressed.

Particular issues requiring a response

Policy Issues for reply by Minister

How is the declared commitment to rehabilitation to be reconciled with the significant reductions in purposeful activity and the increased time prisoners spend locked in cells?

Operational issues for reply by Prison Service

1. The delays in processing prisoners' cases in the OMU
2. The take-up of, and attendance at, education courses
3. The delays in processing applications for family visits
4. The level of overdue responses to Complaints.

Previous Year's Concerns

Last year's report (01.08.12 to 31.07.13) raised four operational issues.

"The rat infestation in the grounds, reported last year [2011-2012], continues to cause concern."

The infestation is a continuing problem.

"There is still a need to speed up the external processes for transferring mentally ill prisoners to secure treatment facilities."

These processes are now carried out more quickly and within three weeks of referral.

"The IMB would welcome Healthcare complaints being collected and logged by prison administrative staff."

The IMB continues to believe that the system for receiving Healthcare complaints would be seen to be more transparent if collection and logging were undertaken independently by prison administrative staff.

"The restricted use of Release on Temporary Licence (ROTL) to enable prisoners to work outside the walls limits progress towards rehabilitation".

At the end of the reporting year no prisoner was working outside the prison on ROTL; this situation is holding up the proposed pilot scheme for community-based placements to increase the prison's involvement with the local community.

Section 5 AREAS THAT MUST BE REPORTED ON

5.1 Equality and Inclusion

5.1.1 The BME (Black and Minority Ethnic) population has remained relatively stable during the year at about a third of the prison's population.

5.1.2 About 20 % of the prison population is black or Black British, and about 10% are Asian or Asian British. During the reporting year foreign national prisoners (FNPs) comprised about 13% of the population with 46 nationalities listed. The foreign nationalities most represented were Jamaican, Polish, Irish and Pakistani.

5.1.3 Efforts are continuing to address the under-representation of the BME population among the prisoners on Enhanced status. Officers and Equality orderlies are working to encourage prisoners to apply for Enhanced status.

5.1.4 The number of older prisoners has continued to increase: at the end of the reporting year there were 102 prisoners in the age range 50-59 and 38 in the age range 60-69; 9 prisoners were over 70 years of age.

5.1.5 A forum for older prisoners was arranged during the year. A number of prisoners signed up, but it had to be cancelled owing to lack of escorts following the changes in the staffing levels under Benchmarking.

5.1.6 Work continues on encouraging prisoners to declare disabilities, including unseen disabilities such as dyslexia or hearing problems. 272 prisoners were listed as having declared a disability and 54 had more than one disability. Personal Evacuation Plans (PEPs) are being drawn up by the Safer Custody team for prisoners with mobility, sight, hearing or other safety-related difficulties.

See also Foreign National Prisoners 6.20 below

5.2 Education, Learning and Skills

Teaching

5.2.1 Last year it was reported that internal observations by Milton Keynes College (MKC) rated the quality of teaching in 52% of classes as good or better during the 2012-2013 academic year, compared with the 40% in the July 2012 HMIP Report. Further observations in 2013 pointed to a further improvement to about 60%, but observations have had to be suspended owing to the extended sick leave of key members of staff.

5.2.2 In a small sample of classes visited by the IMB, good relationships between teachers and learners were noted. Learners were keen to explain their current and previous work to a visitor.

5.2.3 About 20% of teaching staff have left Bullingdon during the academic year and shortfalls have had to be met through the increased deployment of sessional staff. Sometimes classes have to be cancelled if sessional teachers are not available. Repeated cancellations can make it difficult for prisoners to complete their courses.

5.2.4 The new core day introduced from October 2013 extended the morning sessions from three to three and a half hours. This partly meets last year's concern that there was insufficient time for some courses to be completed. However, such long sessions present a particular challenge for teaching in any context, and this is particularly the case where prisoners have limited prior experience as learners and/or short attention spans. Time is quite often lost at the beginning of sessions owing to the staggered arrival of prisoners from different parts of the establishment.

5.2.5 There remain issues of poor attendance at classes; unauthorised absence at times has comprised about a third of the prisoners expected. The resulting discontinuity can erode the quality of teaching and learning. There have been some signs of a recent but uneven improvement in attendance. This may be attributable to improved communication with the wings and to the new system of warnings (see 5.4 below) having an effect.

Providing education for a diverse population

5.2.6 Providing education is complicated by the composition of Bullingdon's population, given the proportion of remand and short-sentence prisoners. About a fifth of the prisoner population is on remand. The uncertain duration of their stay makes it difficult to plan education and other activities.

5.2.7 For part of the reporting year, there was separate education provision for Category B and Category C prisoners resulting in a restricted offer, particularly for the former. Provision was subsequently reintegrated (except for higher risk areas such as carpentry). This change means there is now a bigger pool of learners on which to draw to form viable groups.

5.2.8 Over half of the sentenced prisoners are on sentences of 12 months or fewer. The discontinuities caused by prisoners moving on, owing to (unexpected) transfer to other establishments or completion of (short) sentences, are significant factors in the non-completion of courses. Non-completion has implications for viability and for progression: for example, in some subjects the pool of learners with Level 1 is not big enough for a Level 2 course to be offered.

5.2.9 Some education places have to remain unfilled if prisoners are moved to other establishments. For example, a vacancy in a seven-week, full-time course cannot be filled by bringing in another prisoner who has missed a substantial part of the course.

5.2.10 The diversification of Bullingdon's population has continued with the influx of young adults following the closure of HMP Young Offender Institution (YOI) Reading. The development of Bullingdon as a resettlement prison (offenders are expected to move to an establishment in their own locality for the last three months of their sentence) will bring a further challenge for planning and teaching.

5.2.11 A 'Needs Analysis Survey' covering the seven 'pathways' under Reducing Reoffending was commissioned in 2014 (see 5.4 below). When available, the results, particularly those on Pathway 2, 'Education, Training & Employment', should enable a more effective assessment of prisoners' needs and aspirations.

OLASS 4

5.2.12 The management of the Offenders' Learning and Skills Service (OLASS) 4 contract has been under considerable pressure for several months owing to long-term staff absences through ill health. The Deputy Manager has carried a particularly heavy load covering several roles; understandably, some development work has been curtailed. In June a regional manager from MKC was deployed to Bullingdon to provide support; the situation is starting to improve.

5.2.13 Many of the currently available teaching rooms are small, but, following a recent risk assessment, the capacity of the smaller ones has been redesignated as 10 learners (formerly eight). There are plans to create two larger teaching spaces by removing walls when funds are available.

5.2.14 These changes should lead to increased efficiency, but filling places on courses is still a challenge, given the attraction for prisoners of better pay in the industrial workshops. A review of pay rates (see 5.4.5 below) has been proposed and should partly counter this, but implementation has been postponed.

5.2.15 About 80% of prisoners are assessed as being at Level 1 (equivalent to GCSE Grades D-G) on arrival. This is the hardest group to attract into education because they are sufficiently literate and numerate to get by. However, employers want people with Level 2 (equivalent to GCSE Grades A*-C) qualifications.

5.2.16 In future, prisoners who are assessed on arrival as below Level 1 in English and mathematics will be required to complete Entry Level courses before they can undertake work. Those who need ESOL (English for speakers of other languages) tuition will be required to attend ESOL classes as a prior stage.

5.2.17 A range of vocational courses is funded under the OLASS 4 contract, together with Skills for Life courses (literacy, numeracy, and ESOL) which also contribute to employability. Personal and social development courses (PSD), including parentcraft, money management and cookery, are also offered: these contribute to rehabilitation.

5.2.18 Some adjustments have been made to the provision of vocational courses. For example, the courses in painting and decorating, carpentry and horticulture have been extended from four weeks to four months in order to provide a better preparation for employment.

5.2.19 A contracted-out 'Hospitality Academy' course has had two cohorts of Category C prisoners. This seven-week full-time course leads to BTEC Level 2 qualifications and offers a preparation for work in the hospitality industry, a major employer in the Thames Valley area.

5.2.20 Vocational qualifications could be gained by prisoners working outside the prison on ROTL, but during most of the reporting year only one prisoner was regularly working outside; at the end of July no prisoners were working outside [see 5.5.6 below].

Library

5.2.21 The work in Education, Learning and Skills is well supported by a well-stocked library with helpful staff. Each wing has up to two library sessions per week. One of these is reserved for prisoners who are working. However, E Wing prisoners were unable to access the library for six months. They could not be accommodated under the new core day timetable. A compromise has now been reached whereby E Wing prisoners will visit on Friday afternoons.

5.2.22 The monthly reading group which was attended by up to 20 men is no longer meeting. Friday is the only time in the new core day that men can attend but library staff are too busy to supervise them. 'Dads Aloud' (a scheme under which prisoners can record stories to be sent to their children) is popular. Library staff have filled one of six mentor/orderly vacancies for the Shannon Trust 'No bars to reading' plan (which involves mentors working one-to-one with prisoners who have serious reading difficulties); the vacancies have been difficult to fill, partly because they are poorly paid.

5.3 Healthcare and Mental Health

Healthcare

5.3.1 Healthcare services are provided by Virgin Care, which has continually strived to address issues resulting from the previously inadequate provision of services by the Oxfordshire Primary Care Trust (PCT), issues which were highlighted in previous Annual Reports. While some issues, such as on-going training of staff (including Agency staff) have been addressed, others remain: these include staffing numbers, retention of staff, and morale.

5.3.2 An unannounced inspection by the Care Quality Commission (CQC) took place in February 2014. Five main themes were identified requiring improvement; staffing, processes, communication, improvements to treatment room hatches, communication between various contract providers. Work to improve these areas has continued throughout the reporting period.

5.3.3 Virgin Care has actively supported the newly appointed Head of Healthcare, providing Senior Management support from other establishments when required. Recruitment and retention of nursing staff have been particularly difficult and pose a major challenge. Rolling adverts and recruitment drives for all grades of permanent staff have continued throughout the reporting period. Weekly communication meetings and training sessions now take place to address morale and to identify on-going training requirements for all staff. Redeployment and restructuring of Senior Management took place in March 2014 to provide clinical and non-clinical staff with improved management support. This process of change has experienced some difficulties but is being well supported by Virgin Care and NHS England.

5.3.4 The waiting list for prisoners to see a GP stood at two weeks at the end of the reporting period. Reviews of GP times and the structure of clinics in order to improve this service have been taking place. Attempts to address the DNA (Did Not Attend) rates initially had limited

impact and required further work – the delayed delivery of appointment slips to some patients at wing level was a significant contributing factor. The DNA rate dropped to 8% towards the end of the reporting period but further improvements are still to be made.

5.3.5 Late attendance by GPs has at times caused problems and delays in Reception during the evenings. Prisoners are kept in the holding cells for long periods waiting to be seen before being taken to the Induction wing (F1). Apart from the late arrival of doctors, delays are also caused by a lack of rooms suitable to ensure patient confidentiality during consultations.

5.3.6 Waiting Lists for routine Dental Services remain high. Waiting lists at the end of July 2014 were 0-3 days for urgent referrals, 5-7 days for assessments and up to 9 weeks for routine treatments.

5.3.7 Extra funding was provided by NHS England to develop the provision of Pain Clinics along with support from Physiotherapy, Pharmacy Services and Detox Officers. This also included reviewing the use of analgesics and possible alternatives such as the benefits to be gained through remedial exercise in the gymnasium.

5.3.8 The Board was concerned to note that, at times, vulnerable prisoners were not infrequently housed in Healthcare direct from Reception owing to spaces being unavailable on the sex offenders' wing (E Wing). In the calendar year 2013, overspills accounted for 33% of total admissions into HCC.

5.3.9 The refurbishment of patient areas mentioned in previous reports has been completed. However, ongoing funding issues are being experienced with the repair of equipment. In particular, the X-Ray machine, broken since May, had not been repaired by the end of the reporting year, causing delays in diagnosis and increased referral numbers to hospital. The hoist and bath within Inpatients has been 'out of use' for a significant part of the reporting period.

5.3.10 The wing-based treatment rooms have now all been reopened. Health Champions based on four of the six wings were introduced in June 2014.

5.3.11 In previous IMB reports concerns were raised by the Board about the healthcare complaints process, which is managed 'in-house'. Apparently, this system is also followed in other establishments and is supported by NOMS. However, while it is appreciated the content of complaints is often confidential to the individual patient, the Board believes the process remains flawed. It considers the collation and documenting of complaints should be delivered by an independent party, in order to ensure transparency and accountability. The Board would welcome healthcare complaints being collected and logged by prison administrative staff.

5.3.12 There is insufficient consistency across the wings to ensure adequate availability of, and ease of access to, healthcare complaint forms and healthcare treatment application forms. Attempts to resolve this issue throughout the reporting period have been

unsuccessful. However, weekly 'Complaints Clinics' led by the Outpatients Nurse Manager were introduced in April 2014 to discuss ongoing and/or complicated complaints with individuals. This initiative has been very successful and well received by patients.

5.3.13 Concerns were raised in the Annual Report for 2012-2013 about identifying patients on treatment with antipsychotic drugs when they reach Reception and about their ongoing management. An 'in-house' audit was completed and reported 'No issues with current practice' by the Virgin Care pharmacist. The Board notes the publication by NOMS in 2014 of a new strategy document that aims to create new pathways and interventions for patients with personality disorder.

Mental Health

5.3.14 Mental Health Team (MHT) services are managed and delivered by Virgin Care. Recruitment for MHT staff continued without success for most of the year, with one post being filled by the end of the reporting period. The team continues to be supported by agency staff. Despite the delays in recruitment and a high workload level, by the end of the reporting year all primary care health referrals were being seen within 72 hours, owing largely to the continuing commitment of permanent staff.

5.3.15 InReach and Forensic services are managed and delivered by Oxford Health with urgent referrals being seen within 72 hours and routine referrals being seen within 5-7 days. The lack of permanent staff within the MHT has impacted on the workload between Primary and Secondary Care and their respective roles have at times been 'blurred'. Work is being undertaken to improve communication and the sharing of information between the two providers.

Substance Misuse

5.3.16 The Integrated Substance Misuse Service is jointly managed by the Rehabilitation of Addicted Prisoners Trust (RAPt) and Cotswold Medicare Ltd (CML). It has three main strands: clinical intervention managed by CML, case management and programmes covering psychosocial intervention managed by RAPt. The service works well in identifying those prisoners with a drug or alcohol addiction problem on entry and supports individuals through to transfer or release. It has an excellent working relationship with patients. There is now a Substance Misuse Nurse and Substance Misuse GP in reception each evening from 16:30, Monday-Friday and 14:00 on Saturdays. There is also substance misuse cover on Sundays. All patients identified by primary care nurses as having a substance misuse problem on arrival are referred to the Substance Misuse Nurse. If medication is required on the first night, patients will also be seen by the Substance Misuse GP.

5.4 Purposeful Activity

See also 5.2 Education Learning and Skills above

Activities Policy

5.4.1 A new policy, following MoJ guidance, is being implemented to encourage and require prisoners to participate in activities. It involves a more structured approach to participation. For example, rather than allow prisoners to opt for any activity without a sound reason, the idea is to channel them through activities in a way which prepares them for work outside. For example, a progression might be (say) [Level 1 literacy and numeracy] painting and decorating course – wing painter – similar work outside on ROTL – employment in painting and decorating after release.

Activities Hub

5.4.2 An Activities Hub has been created to implement the Activities policy. Its purpose is to maximise activities places across the prison. It also embraces a range of work previously covered elsewhere including labour allocation, Education, Training and Employment (ETE) on release, and family days.

5.4.3 A clear sequence of warnings has been introduced for prisoners who refuse to participate in activities. A range of sanctions is available; these include loss of eligibility for family days, adjudications and, as a last resort, re-categorisation.

Activity Places

5.4.4 There are over 900 activity places (564 full-time, 348 part-time). Given that about a fifth of Bullingdon's 1100 prisoners are on remand and therefore not required to participate in activities, there is in theory a place for almost every prisoner. However, more places are needed to provide the flexibility to meet the diverse needs of the range of prisoners. On average around 600 activities per day are allocated, but only about 500 prisoners attend for a range of reasons which include refusal to attend, visits and health appointments.

Payments for activities

5.4.5 At the end of the reporting year, a change in the payments structure was about to be implemented to replace the existing structure with its 60 pay rates. That structure was difficult for staff to administer and for prisoners to understand. It also provided a disincentive for prisoners to participate in certain types of activity: for example, attendance at some workshops which have piecework bonuses could result in weekly pay many times higher than involvement in education. The new simplified structure has four tiers with high-risk jobs at the top and a cap on bonuses is proposed.

ROTL and Work Outside

5.4.6 *See Section 5.5.6 below*

Industries

5.4.7 Industrial contracts for the workshops include packaging (e.g. for supermarkets), tailoring (e.g. pillow cases and seat covers), assembling castors for office chairs, printing, and the laundry.

5.4.8 The laundry remains the single most profitable area of work within the prison. New contracts have been gained and it is regularly working six days a week.

5.4.9 Some 55 workshop places routinely have to remain unfilled, owing to the fluctuating amount of work received from contractors, staffing shortages and limited space.

5.4.10 A major issue facing the expansion of industries is the shortage of storage space: for example, expansion of the laundry is held back through lack of space for folding, separate storage for clean and dirty items etc.

5.4.11 The possibility of enabling some prisoners to gain NVQ qualifications in the workplace (e.g. in tailoring) has been looked at, but it depends on the processes involving enough stages for prisoners to demonstrate a sufficient range of competences.

5.4.12 It is intended to deploy prison officers elsewhere in the establishment and to fill their positions in the workshops with civilian staff. This uncertainty about the future makes planning difficult. The recruitment of suitable civilian staff is likely to present a considerable challenge in the Thames Valley area where employment rates and wage rates are relatively high.

Increasing the availability of work places

5.4.13 Various steps are being taken to increase the number of work places through more flexible allocation. For example, there is a possibility of the Industrial Cleaners (E Wing prisoners) being deployed on the wings as well as in the general areas, such as the Visits Hall, when these are not in use. However, a wing would have to be locked down when E Wing prisoners were present.

5.4.14 There are 18 high-risk jobs, which the prison struggles to fill owing to the nature of the work, and the difficulty of finding suitable men to fill them, partly because of the level of security clearance needed for the highest risk jobs, such as cleaning on walkways.

5.4.15 Although prisoners from other wings are now allowed to work in Farms and Gardens, the prisoners involved in this area are still overwhelmingly from E Wing. The prison management would like to increase the number of places in Farms and Gardens from 30 to 42; a risk assessment is in progress. An instructor vacancy in Farms and Gardens has proved difficult to fill.

5.4.16 Expansion of activity in the prison grounds generally is still constrained by problems of rat infestation (see 6.31 below).

Gymnasium

5.4.17 There is an extensive regular offer of PE sessions and courses ranging from Entry Level 'Introduction to Fitness' to a Level 2 Sports Leaders qualification. When there are vacancies for Health Trainers, a Level 3 course is arranged to provide a qualification.

5.4.18 The new core day is impacting on gym access for prisoners working full-time. They are now restricted to using the gym on evenings and weekends. Exceptions have been made, e.g. servery workers can visit during the day. However, staffing issues mean instructors are often being relocated to cover staff shortages elsewhere in the prison resulting in gym closures.

5.4.19 The offer of PE courses is still restricted because of water damage to a demountable classroom. This has been refitted but not yet furnished so alternative accommodation is being used pending the arrival of furniture which has been delayed for months. The floor in the main Sports Hall which was damaged by damp has been re-laid. Funds to relay the worn Astroturf pitch were approved in March 2014 but no date was set for the work. Outside activities will be restricted until the prison replaces this important facility.

5.4.20 The Activities Hub, through the gymnasium, has increased the number of family days; one for E Wing prisoners and three open to other prisoners have been held. About twenty families attended on each of the days and their feedback was very positive.

5.5 Resettlement: Offender Management

See also 5.2 Education, Learning and Skills and 5.4 Purposeful Activity above.

Offender Management Unit (OMU)

5.5.1 The core function of the OMU Unit is Sentence Planning.

5.5.2 The Benchmark regime for Category C Training Prisons was implemented on C Wing and on D Wing in October 2013. Bullingdon's Category B population (other than remand), which two years ago was as high as 200, has been steadily reduced; in June 2014 it stood at 58. This increase of prisoner movement has meant an increased OCA (Offender Classification and Assessment) workload which coincided with a loss of staff hours owing to re-deployment and sickness.

5.5.3 OMU's responsibilities include ROTL and HDC.

5.5.4 Under Benchmarking officers have a hybrid role which also embraces residential and operational support roles: on any one day five staff can be deployed to fill these roles before they can be detailed to OMU duties.

5.5.5 On some days all uniformed staff have been deployed outside the OMU; this has a detrimental effect on the completion of OASys and Sentence Planning. July's figures show 110 completions outstanding with only five completed in the month. Very few OASys and Sentence Plans are being completed; where they are, they concern predominantly Indeterminate Sentence Prisoners (ISPs), Parole dossier completion and disclosure, Parole Boards and post-programme reviews. Initial Categorisations and Public Protection work are prioritised along with OCA duties. Staffing pressures have had an impact on the completion of ROTL and HDC, for example the severe delays in processing HDCs have resulted from understaffing in the case administration role.

5.5.6 In June 2014 no prisoner was on ROTL, although one Category D prisoner had worked outside the prison walls on ROTL for much of the year. The aim is to increase such placements and also to provide opportunities with more responsibility inside the prison as a transition to placement outside. Various possibilities for potential ROTL placements with a range of outside organisations have been identified by the Business Community Engagement manager.

5.5.7 The number of prisoners eligible for HDC at the end of July was 50; there were three successful applicants for HDC. The figures for HDC and ROTL are disappointing as HDC and ROTL are important parts of the resettlement process.

5.5.8 All convicted prisoners serving sentences of 12 months or more are allocated an Offender Supervisor and will have from January 2015 a basic custody screening which will signpost them to relevant services. Each convicted prisoner is allocated a wing personal officer, who has a valuable contribution to make to the daily life of the prisoner and to the work of the OMU. Unfortunately, this valuable work is being undermined as a result of officers being moved around the wings to cover for sickness and low staffing levels.

5.5.9 The OMU staff have an increasing understanding of the Units' priorities which unfortunately do not always match their own priorities as Offender Supervisors. This is clearly frustrating for them; they are learning to accept that, owing to reasons out of their control, they are not able to deliver the service and outcomes required of them. Officers have ended up in the hybrid role through no choice of their own, but on the whole they have embraced the change. It is clear that this is a mutually supportive team, keen to deliver the optimum service, but it is prevented from doing so by the need for daily redeployment.

5.6 Safer Custody

Safer Custody

5.6.1 There were three deaths in custody (DIC) during the reporting period.

5.6.2 On 2 August 2013 a man was found dead in his cell on E Wing. The Prison and Probation Ombudsman (PPO) has reported and an inquest was held on 2 July 2014. The verdict was that he took his own life by hanging.

5.6.3 On 13 January 2014 a man was found dead in his cell on E Wing. A draft report has been received from the PPO; the inquest was scheduled for 7 October 2014.

5.6.4 On 12 June a man was found dead in his cell on A Wing. The PPO report was in preparation at the end of the reporting period; the inquest was provisionally scheduled for 27 January 2015.

5.6.5 The IMB was informed and members monitored the procedures following these deaths.

5.6.7 During the reporting year, 413 ACCTs (Assessment, Care in Custody and Teamwork) were opened on prisoners considered to be at risk of self-harm including suicide (380 during the previous year). More ACCT assessors are being trained to ensure that reviews are carried out in a timely fashion.

5.6.8 Cases of violence reduction (VR) are recorded and monitored for 28 days: there were 69 cases during the year (compared with 109 during 2012-2013). Statistics indicate a rise in assaults on staff and serious assaults in November 2013 and again in December 2013, but the trend since then has been downwards. Although comments have been made elsewhere in this report regarding the increased volatility due to Young Adults now being held in the prison, the VR statistics indicate that men in the age range 22-29 are the group most likely to be involved in violence.

5.6.9 The Safer Custody team has been under a great deal of pressure during the reporting year because roles within the team have changed considerably. The Equalities Officer role and the Violence Reduction Officer role were formerly fulfilled by uniformed staff but they have now been transferred to duties on the wings owing to the requirements of Benchmarking. The major part of their former roles is now carried out by civilian staff. The handover has caused some disruption with inevitable delays in handling of paperwork while staff familiarise themselves with new requirements.

See also Chaplaincy in 6.10 below.

5.6.10 Ongoing initiatives include:

- ensuring that records of ACCT documents are entered and updated daily on the PNOMIS computer system (there were delays because nurses employed by the Virgin Care were not able to access the PNOMIS system);
- following up any important information on prisoner's personal records such as next-of-kin details, disability information, nationality etc.

5.6.11 Although a full Induction session is held for all prisoners shortly after their arrival in the prison, this session contains a great deal of general information and is not specific to the way in which each wing operates. There are plans for a pilot 'mini-induction session' to be carried out by wing representatives, initially on D Wing. This is designed to signpost prisoners to the appropriate person to approach in order to deal with any problems or queries they may have.

5.7 Separation, Support and Care Unit (SSCU)

5.7.1 The SSCU has faced a number of challenges including the difficulty of relocating some long-stay prisoners and 'dirty protests' by some prisoners. At the same time, it has experienced some staff shortages.

5.7.2 The IMB attended 288 Good Order and Discipline (GOOD) Boards. On occasion, and particularly at weekends, officers have been able to reschedule these to facilitate the attendance of the IMB; the Board members appreciate this cooperation.

5.7.3 The prison has ceased to inform the Board of new arrivals in the SSCU, but, by routinely visiting the Unit, IMB members have been able to undertake their obligation to see each prisoner within 72 hours of his arrival in the Unit.

5.7.4 Two prisoners were held in the SSCU for more than 95 days and the IMB notified the Deputy Director of Custody of their cases. The IMB repeats its concern that prisoners should not remain in the SSCU for long periods. It supports initiatives to relocate long-stay prisoners from the SSCU back to wings or their removal to other more suitable establishments.

5.7.5 Lunch for prisoners in the SSCU is now routinely served at the hatch from where prisoners individually collect their lunch under escort. Although this occasionally has not been possible (when the SSCU has been short-staffed), the situation represents a

considerable improvement on the previous year, when too often prisoners were not able to leave their cells.

5.7.6 There have occasionally been difficulties concerning the transfer to the SSCU of property and medication when these have been delayed following the removal of a prisoner from a wing.

5.8 Residential services

Food and Prison Environment

5.8.1 Kitchens are run by an outside contractor and employ a manager, two head chefs and three chefs. Eighteen prisoners can be employed each morning and afternoon, although there is frequently a shortfall, with the kitchen rarely operating with more than 11; this is largely due to time-consuming security checks and movement within the Estate.

5.8.2 In addition, Muslim prisoners are employed during Ramadan to prepare, cook and fill vacuum flasks with the main meal for those fasting (164 this year). Preparing these meals presents a considerable catering and logistical challenge. This is particularly the case when the dates of Ramadan are in mid-summer as in 2014: the flasks have to be prepared at the end of the afternoon but the fast continues beyond 21:30 hours. The challenge was successfully met and the arrangements ran smoothly.

5.8.3 Kitchens work on a budget of £2.02 per head per day. This amount includes covering the special diets, such as vegan or gluten-free, which are needed by certain prisoners.

5.8.4 During the year a snack meal at lunch (Monday-Friday) or supper (Saturday & Sunday) replaced one of the two cooked meals. In July snack meals changed from a hot/cold choice to cold only.

5.8.5 Heated trolleys and cool boxes are stacked with prepared food by a kitchen worker. The Cleaning Officers check the amounts in the trolleys against that day's requirements before supervising the wheeling to their wings. Kitchen staff take the trolleys to Reception, SSCU, Healthcare and some of the workshops. All amounts are checked on arrival at their destinations.

5.8.6 Kitchens have been waiting for over a year for two boilers to be installed; these are needed for the preparation of soups and stews. The boilers are now in place but have yet to pass their safety checks. Getting contractors in to service and carry out work on faulty equipment takes time because outside workmen have to be escorted by officers.

5.8.7 IMB receive frequent complaints about the quantity and quality of the snack meals but these complaints rarely appear as comments in the Food Comments books. Board members have been encouraging prisoners to enter comments because kitchen managers are now checking the books on regular basis. The IMB receives few complaints about the main meals.

5.8.8 The IMB understands a national survey is being undertaken into the nutritional value of prison food.

Residential Units

5.8.9 Bullingdon continues to have a very high level of cell sharing which is substantially above that for which the prison was designed. In July 2014 the 'overcrowding' figure was 41% compared with an estate average of 24%.

5.8.10 All wings have experienced significant regime changes as a result of Benchmarking/New Ways of Working. Although the series of regime changes have produced feelings of uncertainty among staff, the overall changes have been managed satisfactorily. Regime changes have resulted in prisoners spending more time on the wings and behind their doors. Specifically on E Wing, the changes resulted in access to the library and gym being curtailed for a long period. More widely, the amount of time spent by prisoners in purposeful activity has declined.

5.8.11 The impact of admitting Young Adults (YAs) for the first time has been most noticeable on B Wing. There have been reports of greater volatility and of behaviour issues but, overall, the disruption has been less than had been anticipated.

5.8.12 The continual pressure on accommodation across the prison has been apparent, particularly where numerous temporary overflows from E Wing into HCC and the SSCU have occurred when the prison has received further prisoners who cannot be located on other wings.

5.8.13 The poor state of a number of the showers has continued to result in individual facilities being out of order for long periods of time. More recently, this situation has begun to improve.

5.8.14 C Wing is the designated Drug Support Unit. Its ability to maintain a drug-free environment has been reduced as a result of management unavailability; for example, the unit was without a Custodial Manager for about six months. Some prisoners did not have their drug dependency adequately managed; it is hoped this situation will improve with the arrival of a new manager for the specialist unit. As the prison moves into its resettlement role, the impact on RAPt courses can be expected to be negative: as the 'churn' (turnover of prisoners) increases, it will be increasingly difficult to organise courses.

5.8.15 D Wing had experienced substantial changes in the previous year, with the expectation of becoming a dedicated lifer unit. At the beginning of the reporting year, D Wing was contributing the largest number of applications to the IMB. Since then, the number has reduced considerably, bearing testimony to indications of an improved environment on D Wing with generally improved prisoner/staff relations.

Section 6 OTHER AREAS OF THE PRISON REGIME ON WHICH THE BOARD HAS ISSUES TO REPORT

Reception

6.1 Reception has become particularly busy with the current 'churn' involving a considerable amount of additional work and pressure for officers. On eight occasions during the reporting year daily movements of 100 or more were recorded [highest 117 on 20 December 2013]. However, the officers have responded exceptionally well to the challenge. The introduction of Benchmarking at the end of October 2013 resulted in the creation of a pool of 32 officers who could be detailed to work in Reception. This has meant that on some days, of the six officers on duty, four may have had very limited or no previous experience of the workings of Reception. Owing to ongoing staff shortages throughout the estate, little or no training in their new roles has been possible for the officers involved; this only adds to the pressure experienced in Reception.

6.2 New prisoners are placed on Entry regime on arrival: they are issued with, and change into, prison clothing. Their own clothing is logged, stored and retained until they go on normal regime.

6.3 On arrival, prisoners go initially to F Wing, Spur 1, which holds 60 prisoners in single cells. However, if they are vulnerable prisoners (VP), they go straight to E Wing. As a result of the ongoing serious pressure on available places in the prison, new prisoners sometimes do not arrive on to the wings until very late into the evening.

Induction

6.4 Induction sessions are presented five times a week (or more if required) by a prisoner with an officer in attendance; they guide prisoners in all aspects of Bullingdon's regime including gym, education, chaplaincy, diversity, healthcare, RAPt, employment, training and the role of the IMB. The morning after arrival, each prisoner is interviewed individually by an officer who explains what he may expect on normal location and also the prison's expectations of prisoners. As part of his induction, a prisoner must be seen by a chaplain. Separate induction is run for VPs.

6.5 Prisoners usually remain on Spur 1 for four or five days depending on availability of spaces on other wings, unless they are on 'detox' in which case they will stay longer. If a prisoner refuses to locate, he is put on Basic regime and asked regularly if he will move to normal location. If he continues to refuse, he is moved to the SSCU under Governor's Orders. If he has valid reasons for not going on to a wing, his case is reviewed.

Property

6.6 When prisoners are moved within an establishment or between establishments, bags and/or items of property can from time to time be delayed or go missing. This is a cause of substantial frustration to prisoners and also involves staff in a considerable amount of time trying to locate the missing items. Other areas of complaint relate to delays in receiving property and loss of property following a cell clearance e.g. when a prisoner has been moved to the SSCU.

6.7 The introduction of Entry level is going some way to controlling the volume of property held by any one prisoner, although a few prisoners transferring in to Bullingdon from other establishments still arrive with up to eight bags of possessions. A considerable amount of time and effort has been invested this year in establishing a new and more efficient storage system for prisoners' property.

6.8 From the end of October 2013, it was decided nationally that any parcels sent in for a prisoner should be returned 'to sender' at the expense of the prisoner. This has proved to be a time-consuming exercise. It is now possible for prisoners on remand to have clothes sent in. In exceptional circumstances, and with a Governor's approval, a sentenced prisoner may also have clothes sent in. In order to obtain approval, a prisoner has to submit an application itemising exactly what articles, mainly clothing, he would like to receive. If the application is approved, the prisoner can then receive the parcel either through the post or on a visit. However, some prisoners have experienced significant delays in receiving a response to their applications, possibly owing to the impact of staff shortages.

Prisoners' Monies

6.9 The prison has investigated allegations from prisoners that money sent in for them has gone missing in 25 cases. This investigation, undertaken by a governor, concluded there was no pattern to suggest any wrongdoing by correspondence staff. However, 26 recommendations were made including installing CCTV in the Correspondence office. The IMB first raised this matter in October 2013 and is concerned about the time that was taken to initiate an investigation into the allegations.

Chaplaincy

6.10 Bullingdon has two full-time chaplains. One is Muslim and the other Christian. The former, an Imam, is the Managing Chaplain and Head of the Chaplaincy Team. The latter is an Anglican priest. The team also includes a number of sessional chaplains drawn from a range of World Faiths and different Christian traditions.

6.11 A chaplain sees all new prisoners within 24 hours of arrival and makes daily visits to HCC, SSCU, to prisoners on ACCTs and to Reception to see prisoners who are about to be discharged.

6.12 The Chaplaincy runs a number of courses including an Arabic class, an Alpha group, a Bible study group and a restorative justice course. A 'Time for Families' course is accommodated in the Chapel area.

6.13 The Chaplaincy manages volunteers of any faith or none who will visit prisoners at their request.

Visits

6.14 The Visitors' Centre is run by a voluntary Management Committee which employs a manager and eight part-time staff. Staff receive regular training relevant to their work. There is a snack bar in the Centre and one in the Visits Hall which also has a crèche.

6.15 There are still complaints about the time it takes visitors to pass through the Gate Search area.

6.16 Visitors' Centre staff advise visitors about the dress code and offer T-shirts and leggings to those deemed to be inappropriately dressed, but often the interpretation of the dress code causes delay at the Gate Search area. The prison accepts that there is, at times, inconsistency in enforcing the regulations and is considering further staff training to rectify this.

6.17 The IMB is concerned about the ineffective arrangements for booking visits. Friends and relatives of prisoners complain about telephoning Visits Booking and not getting a response or facing long waits. Some report trying for two weeks to get through; staffing levels may be partly to blame. The online email booking system, introduced throughout HMPS went live at Bullingdon on 9 June. The system replaces visiting order forms. The aim is that friends and families can make requests 24 hours a day/7 days a week, although the telephone system remains. However, the prison is not always meeting the three-day response time for online requests and some visitors are not receiving a booking confirmation. Governors are investigating these ongoing issues and operational support grade staff (OSGs) have been drafted in to help to clear the application backlog.

6.18 A passive drugs dog and cameras may assist staff in the Visits Hall although the cameras are not always in use and the dog-handler not always on duty.

6.19 An average of 10 men at any one time is on closed visits and closed visits are regularly reviewed. A few visitors are banned.

Foreign National Prisoners (FNPs) and Immigration Detainees

See also 5.1 Equality and Inclusion above

6.20 The number of detainees (prisoners held beyond the end of their sentence on IS91 orders from the UK Border Agency (UKBA)) ranged from 11 to 30. The number declined during the summer and stood at 13 in July 2014 (16 in July 2013). Previously an Equalities Officer dealt with the serving and return of paperwork from FNPs and detainees, but since his re-assignment, this is now dealt with by wing officers who are less knowledgeable in this area. There have been delays both in getting the paperwork to prisoners and also returning it to the Safer Custody team. Previously a specialist worker from the Detention Advice Service (DAS), an independent advice charity, attended the prison every three weeks to give specialist advice, but the DAS has ceased operations and the service is no longer available. Plans are to be put in place for two specialist workers from UKBA based at another prison to visit Bullingdon on two days each week to deal directly with FNP and detainee issues. It is also planned to establish a telephone number to enable prisoners to make direct queries. A resource folder now in preparation will be held on each wing for officers to consult on any queries.

Security

6.21 There has not been a security audit during the past 12 months and so the prison retains its Green/Amber status.

6.22 The security team continue to assess risk on a daily basis. There are constant challenges and they are continually reacting. Security systems are developing but the team are aware that the systems do not always match the huge challenges.

6.23 A new CCTV system has been installed in the SSCU. However, some key areas of the prison are not yet covered by CCTV and it is hoped that coverage will be extended.

6.24 The searching of cells comprises both routine and intelligence-led searches.

6.25 Security works with Pathfinders and other agencies to monitor suspected extremism.

6.26 Drugs, mobile phones and hooch (illegally brewed alcohol) are ongoing issues. The arrival of a new drug, Spice, has brought additional challenges because it is more difficult to detect. There were more than 100 individual drug finds during the year of which 87 were in the possession of a prisoner. In November a large haul was discovered hidden in the gym and in June there were four separate incidents when drugs were found in the post.

6.27 Mobile phones continue to be brought in illegally but are also discovered on a regular basis – 59 were confiscated this year. Of these seven had been packaged up and thrown over the perimeter wall. Another three were found in a parcel just outside the wall.

6.28 The trained dogs continue to be a valuable part of the security team and have been responsible for arrests in the Visits Hall, and detecting drugs in letters. They have also been used for checks on the perimeter walls, workshops and cells.

6.29 Two hostage-taking incidents occurred, one in February when Control and Restraint teams were required, and one in June which was swiftly dealt with by negotiation. The IMB was informed and attended the incidents on both occasions.

Estates

6.30 Work on the replacement of cell windows has had to be suspended owing to a lack of funding.

6.31 Rat infestation in the prison grounds is a continuing problem.

6.32 Additional CCTV cameras have recently been installed in more parts of the prison.

6.33 An outside contractor is due to take over the work of Estates in the Autumn; this situation is the source of much uncertainty.

Section 7

THE WORK OF THE BOARD

7.1 The Board normally invites a speaker to its monthly meetings. Topics covered during the reporting year included Time for Families, SSAFA (Soldiers, Sailors and Airmen and Families Association), Health and Safety, Virgin Health Care, Property, Security, IEPs and Litigation.

7.2 Separate training sessions included Major Incidents, Personal Protection and New Ways of Working.

7.3 The Board made fewer visits to Bullingdon (596) than in 2012-2013 (631), but considerably more than in 2011-2012 (470).

7.4 Applications to the Board rose to 901 from 815 in 2012-2013 but were still below the total of 969 for 2011-2012. Applications concerning property increased significantly from 136 to 204, although this was below the 2011-2012 level of 220. Nevertheless, property accounts for the highest number of applications to the IMB.

7.5 Owing to the many organisational changes and redeployment of staff during the year, it was often difficult for Board members to obtain data which would have been more readily available in previous years. Prison staff were helpful but many were learning new roles in posts into which they had recently moved. Some data were not longer recorded by the prison owing to changes of policy or resource constraints.

7.6 Towards the end of the reporting year, considerable difficulties in accessing the computer system were experienced; these disrupted the work of the prison and consequently the work of the IMB.

Applications to the Board

Subject	2012-13	2013-14
Confidential Access	37	14
Transfer	37	65
Post/Telephone/Newspapers	53	37
Property	136	204
Complaints	87	105
Medical/Dental	111	116
Visits	26	22
Monies	33	40
Adjudications/MDT	9	5
Regime	46	26
Education/Library/Gym	15	13
Employment	25	13
Categorisation/IEP	20	44
Food/Diet	31	23
HDC/Parole/Release/ROTL	25	54
Deportation/Foreign Nationals	12	23
CARATS/RAPT	0	0
Canteen/Argos/M&M	13	25
Resettlement/Sentence Planning /Probation	9	16
Withdrawn	19	21
Police Liaison/Legal/Security	8	13
Recall	1	6
Wing/Cell Move	1	4
Heating	24	7
No Reason Given	1	2
Other	36	35
Totals	815	901

Board Statistics	2013-14
Recommended complement of Board Members	20
Number of Board members at the start of the reporting period	14
Number of Board members at the end of the reporting period	17
Number of new members joining within the reporting period	5
Number of members leaving within reporting period	2
Total number of Board meetings during reporting period	12
Average number of attendances at Board meetings during reporting period	13
Total number of visits to the prison (including all meetings)	596
Total number of applications received	815
Total number of segregation reviews held	N/A*
Total number of segregation reviews attended	288

*

The prison does not keep these statistics.