



**INDEPENDENT MONITORING BOARD**

**ANNUAL REPORT**

**FOR**

**HMP BULLWOOD HALL**

**1 AUGUST 2012  
To 27 MARCH 2013  
(Prison closure date)**

## **Section 1 Statutory role of the IMB**

The Prison 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 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 approved complement of Members of the Bullwood Hall IMB is twelve. As at 27 March 2013, the actual membership was seven:

Paul Norton-Ashley (Chair)  
Barry Catling (Vice – Chair)  
Sarah Carr (Board Development Officer)  
Brian Ellis  
Joe Hayden  
Rod Salmon  
Brian Wellman

## Section 2 Contents

<b>Section</b>	<b>Page</b>
1 Statutory role of the IMB	1
2 Contents	2
3 Description of HMP Bullwood Hall	3
4 Executive Summary	4
5 Areas That Must Be Reported On	
5.1 Equality and Inclusion	4
5.2 Education, Learning & Skills	4
5.3 Healthcare & Mental Health	5
5.4 Purposeful Activity	5
5.5 Resettlement	5
5.6 Safer Custody	6
5.7 Segregation, Care & Separation, Close Supervision	6
5.8 Residential Services (incl. accommodation, food, catering and kitchens)	6/7
6 Other Areas of the Prison	
6.1 Chaplaincy	7
6.5 Visits	7
7 The work of the IMB	8
Board Statistics	9
IMB Applications from Prisoners	10
Appendix A Bullwood Hall Closure – IMB Log	11/12
Appendix B Glossary of terms and abbreviations used in this report	13

## Section 3 - Description of HMP Bullwood Hall

- 3.1 HMP Bullwood Hall was a Category C male prison in Hockley, Essex, holding sentenced foreign national prisoners. Certified Normal Accommodation at closure announcement was 241. Operational Capacity was 228.
- 3.2 There were seven wings, providing single and shared occupancy cells.
- 3.3 Bullwood Hall's facilities included communal dining hall and kitchen, chaplaincy, workshops, gym, exercise area, training & education centre, library, visitor centre and gardens, multi-faith room and chapel and a recycling department.
- 3.4 Educational provision was contracted to Milton Keynes College. The prison library was provided by the Essex Library Service, and Harmoni HS Ltd. provides healthcare and mental health services. The Visitor Centre was supervised by the Ormiston Trust, supported by representatives of the Mothers Union and Mudpies.
- 3.5 In addition representatives from the following voluntary/community organisations attending the prison, included:

St.Mungos:	Migrant Helpline	Caring for ex offenders
NACRO	Job Centre Plus	Shannon Trust
Princes Trust	Betel of Britain	Sue Ryder Care
British Red Cross	Citizens Advice Bureau	Alcoholic Anonymous
St.Giles Trust	National Career Service	Story Book Dads
Toe by Toe	5 Volunteers	

## **Section 4 – Executive Summary**

- 4.1** A report on matters arising during the prison closure, from the announcement of intended closure on 10 January 2013, to prison closure on 27 March 2013, is shown in appendix A and we consider that the issues arising should be brought to the particular attention of the Minister and to the Ministry of Justice in general.
- 4.2** Concerning issues of concern arising from normal prison activities that took place prior to closure. They remain the same as for the report of 2011-2012, i.e. an archaic night sanitation system and the unacceptably high numbers of sentence expired prisoners. It should be stated however, that prison management took steps to minimise the number of prisoners that were subject to night sanitation processes.

## **Section 5 - Areas that must be reported on**

### **5.1 Equality & Inclusion**

- 5.1.2** Staff worked hard to ensure that issues of equality and inclusion were addressed in a proper manner and the Board has been impressed by the high level of staff commitment

### **5.2 Education, Learning & Skills**

- 5.2.1** There has been a 90% attendance by prisoners in education, learning and Skills programmes. There had been much effort in providing education and work that meets the needs of the prison's foreign national population. The majority of prisoners felt that the skills they acquired from the learning & skills programme equipped them with the necessary skills to gain employment after release/deportation.
- 5.2.2** The employability skills course has provided prisoners with skills that are much needed by prospective employers.
- 5.2.3** The Board is pleased to report that the Learning and Skills provision is well managed. This was based on a good understanding by the education provider of the needs of Foreign National prisoners

## **5.3 Healthcare & Mental Health**

- 5.3.1** Harmoni took over responsibility of Health Care at Bullwood Hall approximately six months before closure and it has in some ways been a difficult period for maintaining appropriate staffing levels. We do not believe however this has impacted upon prisoners and they continued to receive an appropriate level of care.
- 5.3.2** Dentistry, long waiting lists continued to be a problem during the year. At great expense the Prison Service purchased a new dentist chair and the Board hopes that good use is now being made of this chair at another establishment.
- 5.3.3** Harmoni continued to provide adequate healthcare to prisoners up until the last prisoner movement
- 5.3.4** IDTS  
There were two prisoners on medication, one reducing the other being maintained, however there is a concern whether prisoners will receive continuity of drug treatment in their destination prison. However, the Inside Out Team were supporting prisoners during the prison closure period.

## **5.4 Purposeful Activity**

- 5.4.1** Education and work programmes have been well managed and there has been a high level of purposeful activity by prisoners
- 5.4.2** **Work Places**  
Much effort has been made by staff to find new areas of activity for prisoners, and special mention should be made of the efforts by the recycling team in improving dramatically the level of recycling carried out in the prison.
- 5.4.3** **Gym**  
A good level of take up of gym places by prisoners and staff has been maintained during the year.
- 5.4.4** **Library**  
The Library has been well stocked with foreign language publications and was well managed and had a good take up by prisoners with a membership of over 90% of the population.

## **5.5 Resettlement**

- 5.5.1** Although being a prison for foreign nationals approximately 30% of prisoners, at the end of their sentence were released into the UK. However, resettlement processes focussed on any prisoner that needed resettlement advice no matter where their final destination was likely to be. Much credit should be given by the resettlement team who worked hard to ensure prisoners were resettled appropriately.

## **5.5.2 Sentence expired prisoners**

**5.5.2.1** The Board again remained concerned that the number of sentence expired prisoners held by order of the UKBA continued, and at any level this has been unacceptable.

## **5.6 Safer Custody**

Bullwood Hall has been a safe place for prisoners, staff and visitors and much credit should be given to the safer community team who worked tirelessly to achieve this end.

## **5.7 Segregation, Care & Separation, Close Supervision**

### **5.7.1 General**

At Bullwood Hall, security has been tight and effective, but not dehumanising.

### **5.7.2 Use of Force**

Use of force continued at a very low level – no more than two or three cases per month.

### **5.7.3 Adjudications**

As would be expected of a mostly compliant prison population the number of Adjudications were generally low.

### **5.7.4 CSU**

Board is satisfied that prisoners were properly treated and held in satisfactory conditions. The IMB was usually notified within 24 hours of a prisoner's arrival and was able to speak freely with prisoners.

## **5.8 Residential Services (incl. accommodation, food, catering and kitchens)**

### **5.8.1 Accommodation**

There has been much effort by management to reduce the reliance on night sanitation by having some wings with open cell doors at night. This enabled prisoners on the wing to access toilet facilities at will. No reports of any problems with this change were reported.

## **5.8.2 Food, Catering & Kitchen**

Kitchen and food preparation continued to be well managed through to closure and generally the food is well received by prisoners with very few complaints. Cultural and religious needs were catered for as well as special arrangements being made to cater for religious festivals. Catering staff are to be congratulated for the high level of professionalism and excellent relations maintained with prisoners working on the kitchen.

## **Section 6 – Other areas of the Prison**

### **6.1 Chaplaincy**

Chaplaincy staff continued to provide support to prisoners up to the point of relocation.

### **6.2 Visits**

The visitors centre continued to provide an excellent service in terms of friendliness, respect and consideration shown to both prisoners and their families.

Children's visits have been important days in the calendar of prison visits, allowing dedicated time for prisoners and their children. Volunteers assisted with entertaining the children.

## Section 7

---

### THE WORK OF THE INDEPENDENT MONITORING BOARD

- 7.1.1 Two members are on rota duty each week to ensure prompt response to written and verbal applications received from prisoners. All areas of the prison are visited each week by Members on rota duty.
- 7.1.2 Board members attend most prison held meetings as observers, especially those that relate to a member's area of special interest.
- 7.1.3 Board members attended approximately 25% of Adjudications.
- 7.1.4 Board members attended those prison held training sessions that were key to improving members' understanding/knowledge of prison processes/systems.
- 7.1.5 Each Member has an area of special interest which contributes to the annual report.
- 7.1.6 The Board is indebted to its Clerk for the support she provided.
- 7.1.7 The senior management team, prison and UKBA staff have been cooperative. The Board has been able to resolve issues and problems with prison management/staff as and when they occurred, for which the Board is grateful. The Governor has worked closely with the IMB during the closure programme to ensure we were available key stages from both prisoners and staff.

**Section 7 cont.**

---

<b>BOARD STATISTICS</b>	
Recommended Complement of Board Members	12
Number of Board members at the start of the reporting period	10
Number of Board members at the end of the reporting period	7
Number of new members joining within the reporting period	0
Number of members leaving within reporting period	3
Total number of Board meetings during reporting period	6
Total number of visits to the Establishment	195
Total number of segregation reviews held	0
Total number of segregation reviews attended	0

## Section 7 cont. IMB Applications from prisoners

Code	Subject	2012 to 17 March 2013	2011_2012	2010_2011	2009_2010
A	Accommodation	1	2	4	7
B	Adjudications	2	2	1	0
C	Equality & Diversity (inc religion)	2	0	4	6
D	Education/employment/training inc IEP	1	15	10	10
E 1	Family/visits inc mail & phone	2	1	12	4
E 2	Finance/pay	4	1	0	0
F	Food/kitchen related	1	5	1	4
G	Health related	4	16	19	11
H 1	Property (within current establishment)	42	103	56	126
H 2	Property (during transfer/in another establishment)	7	5	11	11
H 3	Canteen, facilities, Catalogue shopping, Argos	0	3	3	3
I	Sentence related (inc. HDC, ROTL, parole, release dates, re-cat etc)	43	71	135	98
J	Staff/prisoner/detainee concerns inc bullying	6	10	12	9
K	Transfers	3	2	6	2
L	Miscellaneous	11	28	13	19
	<b>Total number of IMB applications</b>	<b>129</b>	<b>264</b>	<b>287</b>	<b>310</b>
	Of total: number of IMB Confidential Access was:	2	2	Not recorded	Not recorded

# Appendix A

## Bullwood Hall Closure – IMB Log

### 1. Closure announcement

The closure of Bullwood Hall was formally announced on Thursday 10<sup>th</sup> January 2013.

However, reports that Bullwood Hall was on a list of prisons due to be closed hit the public domain on the 31<sup>st</sup> December 2012, in a television 'Look East' report. It is difficult to conceive of a worse way for prison staff and prisoners to hear a report affecting their lives, as:

- (a) no one knows whether to treat the report as fact or fiction
- (b) the people who should hear first – the staff – are informed at the same time as the general public.

As closure was subsequently confirmed, we can only conclude that the report came from an authoritative source – a leak from unknown sources. This is of course totally unacceptable and the IMB Information Officer wrote to the MP for Rayleigh asking him to investigate this.

In addition, we understand that staff in UKBA and Healthcare, who are in the employ of outside agencies were informed that the prison was to close before the date of the formal announcement.

In our view, there should be a rigorous, tightly controlled process when a closure is announced so that staff are treated with proper respect. We hope that the MoJ can learn from this incident and ensure that it will not be repeated.

As soon as the formal announcement was made – on the very same day – the Governor sent a message to staff explaining the reasons for closure and seeking to allay staff fears about redundancy. The message was that every effort would be made to redeploy staff and that whilst there was no absolute guarantee of continued employment, redundancies were not envisaged.

### 2. Impact on the IMB

Initially, many of the prison staff were quite hostile towards IMB members because they put the closure down to the complaints the IMB had made over the years, via the annual report, about the antiquated night sanitation system on some wings.

The IMB have made itself available to staff and prisoners during the closure process but it is noted that we have received no guidance from the Secretariat on how to handle such an eventuality. It is suggested that guidelines should be drawn up for the information of all IMBs.

### 3. Impact on staff

An HR team came into the prison to conduct one-to-one interviews with staff about redeployment or VEDS. We have heard some very positive comments about the way in which the HR team dealt with staff. However, the problem is that the HR team were not able to give staff any idea of what would happen to them until they had gone through this process with everyone, not only at Bullwood Hall but at the other establishments so that they knew where the vacancies were.

What staff have complained about is the haste with which the process has been handled: the closure process from start to finish lasted 10 weeks, whereas HMP Wellingborough – about three times the size – had six months to close. Staff have expressed unhappiness at having to make decisions about their future within the space of a week or two. If the MoJ really are “an investor in people”, it needs to realise that their greatest asset is staff and to treat them with dignity and respect. Economic factors are of course important but human factors are of equal importance.

A helpful aspect of the process has been the steady stream of Q & A communications from the Governor in an attempt to answer the many questions that are of concern to staff.

Another helpful part of the process has been weekly bulletins to all members of staff including operational updates, HR updates and staff support contacts.

#### **4. Impact on prisoners**

The Governor has recognised that the closure had an impact on prisoners and has held weekly PCC (Prisoner Consultative Committee) meetings and circulated Q & A sheets to prisoners in an attempt to allay fears on a broad range of questions, including pay, the regime and which prisons prisoners will be transferred to.

During the closure process we expressed concern that in the haste of the close-down, prisoners of varying temperaments, cultures and religions, were being thrown together, creating obvious friction, fights on C Wing and alleged bullying on G Wing being evidence of this. We were informed by the Governor that it was not feasible to keep Wings open for just a few prisoners and that the process had to go ahead as planned.

#### **5. Waste**

As the prison closure programme progressed a lot of perfectly good Prison Service equipment was simply thrown away, including new microwaves. Items that would be of benefit to charity shops were instead put in waste containers. When challenged on this point, the Governor assured us that it is Civil Service policy that no materials or goods can be either given/sold to the staff or the general public, but that where possible / desirable items would be transferred to another prison. This is a clear example of “the regulations” flying in the face of common sense in these straightened economic times.

## Appendix B

### Glossary terms & abbreviations used in this report

ACCT	Assessment, Care in Custody and Teamwork
BH	HMP Bullwood Hall
BWLA	British Weight Lifting Association
CAB	Challenging Antisocial Behaviour
CARAT	Counselling Assessment Referral & Throughcare
CCD	Criminal Casework Division (UKBA)
CHURN	Turnover of prisoners through the establishment
CSRA	Cell Share Risk Assessment
CSU	Care and Separation Unit
DEAT	Diversity Equality Action Team
DDA	Discrimination & Disability Act
ESOL	English for Speakers of Other Languages
GOoD	Good Order or Discipline
Harmoni	Harmoni H S Ltd.
HDC	Home Detention Curfew
HMIP	Her Majesty's Inspector of Prisons
HMP	Her Majesty's Prison
HNA	Health Needs Assessment
HR	Human Resources
IAS	Immigration Advisory Service
IDTS	Integrated Drug Treatment System
IEP	Incentives and Earned Privileges
IMB	Independent Monitoring Board
IOM	International Organisation for Migration
IRC	Immigration Removal Centre
MAPPA	Multi Agency Public Protection arrangements
MIND	National Association for Mental Health
NACRO	National Association for the Care and Rehabilitation of Offenders
NOMS	National Offender Management Service
NVQ	National Vocational Qualification
OASys	Offender Assessment System
OFSTED	Office for Standards in Education
OLASS	Offender Learning & Skills Service
OMU	Offender Management Unit
PCT	Primary Care Trust
PTSD	Post Traumatic Stress Disorder
RARPA	Recognising and Recording Progress and Achievement
RIRF	Racist Incident Reporting Form
SFA	Skills Funding Agency
UKBA	United Kingdom Border Agency