

**INDEPENDENT MONITORING BOARD**

**ANNUAL REPORT  
FOR  
H M P CARDIFF**

**REPORTING PERIOD**

**1 SEPTEMBER 2013 – 31 AUGUST 2014**

## Description of Cardiff Prison

HMP Cardiff is a traditional city centre local prison with its origins dating back to 1827. Its main role was previously a holding prison for remands and trials for short to medium term sentenced prisoners. The accommodation is predominately Victorian with high levels of overcrowding and prisoners commonly sharing three to a cell.

A new wing was built in 1996 to accommodate an additional 200 prisoners, including 96 "lifers". A further refurbishment was completed in 2004 with an operating capacity rising to 754 spaces with a further additional 50 spaces in December 2008, raising the capacity to 804. A further increase in 2014 raised the present capacity to 820.

Cardiff is a Category B local/training prison serving largely the Courts in the western half of South Wales and the Cardiff Valleys. It holds a combination of Remands, Trials, Convicted, Sentenced and Life prisoners. It offers a wide range of opportunities in training, education, addressing offending behaviour and detoxification from drugs and alcohol.

A recent population review has resulted in Cardiff's remand catchment area being extended. Cardiff is now also receiving Young Adults who are remanded; this is in addition to its training prison function for those prisoners sentenced to less than two years.

## STATUTORY ROLE OF THE INDEPENDENT MONITORING BOARD

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 is situated.

The Board is specifically charged to:-

- (1) Satisfy itself to the humane and just treatment of those held in custody within its prison and a 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 the prison has met the Standards and requirements placed on it and what impact these have on those in custody.

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

## EXECUTIVE SUMMARY

**3/1** One of the most significant issues to report is the introduction of "New Ways of Working" with the resulting loss of 62 custodial officers. This initially had an enormous impact on the prison population with repercussions on the landings, with workshop time and activities reduced to half a day, alternating between wings. Currently appointments are under way to appoint civilian staff to these workshop positions and we are looking forward to a continuing improvement in the position. Presently, constructive activities average five and a half hours a day.

**3/2** This transition has had an effect on both staff and prisoners with a doubling of applications to the Independent Monitoring Board (IMB) at the commencement of the regime and it was necessary to remind staff that the principal responsibility of the IMB is one of monitoring and not to deal with daily issues which should be dealt with at the time by wing staff. This is an ongoing problem.

**3/3** Parts of the original Victorian prison is in a poor state with mildew and black mould on the exterior walls, this has a health risk to prisoners and the matter has been brought to the attention of the Governor. An assurance has been received that the matter will be rectified and the position will continue to be monitored.

**3/4** The majority of the cells are double occupied and there is a lack of Privacy Curtains around the toilet in a great number of cells. Although the matter has been brought to the attention of the Governor and confirmation received that spare curtains are available in the Stores, there is little evidence that the situation has improved. Basic privacy and dignity needs to be maintained at all times.

**3/5** A recurring complaint is the backlog of Home Detention Curfews (HDC) Regular complaints are being received from prisoners that there are long delays in responses to applications for HDC. There have been cases whereby the prisoner has completed half his sentence and is due for release, before the HDC application has been dealt with. This has resulted in prisoners being incarcerated when if dealt with promptly, they could have been released earlier, thereby easing the prison population. The Board cannot see the position improving in the immediate future.

**3/6** Prisoner's property continues to be a regular feature off Applications to the Board. Although there is guidance on volumetric control, far too often, prisoners arrive either without any, or only part of, their property and a great deal of time and effort is spent in attempting to resolve the situation. There have been many occasions whereby every cell in the transport vehicle is full, leaving no room for accompanying property. Enquiries suggest that this may well be a contractual issue.

**4/1** It is regretted that the Board has to report three Deaths in Custody during the reporting year and it is of considerable concern to the Board. IMB members have attended the Coroner's Court for the formal inquests and all comments and recommendations have been noted and will be monitored. Special attention has been given to new prisoners arriving in reception and the assessments carried out and the Board is pleased to report that recommendations subsequently made have been fully implemented, especially in respect of First Night prisoners with regular monitoring of this area.

**4/2** In previous reports there have been Healthcare issues noted. The Board is pleased to report an improvement with a change in Management of this unit but we are still receiving a disproportionate number of complaints concerning prescriptions, with prisoners feeling that they are not being given a range of beneficial medication which had been provided by community GP's

**4/3** The question of Foreign Nationals incarcerated beyond their release date is regularly monitored and the Board is pleased to report that there are no Foreign Nationals remaining in custody after the end of their sentence. This is a great improvement over previous years.

**4/4** A recent problem is that of "Legal Highs" which in themselves, are difficult to detect with present monitoring methods but there is evidence that they are being used, albeit at present, not extensively. Prescription drugs continue to be abused with "palming" when medication is being given out and more supervision is required at the distribution point to prevent this continuing.

**4/5** Concerns have been expressed to the Governor regarding the lack of dedicated staff supervising prisoners during visits. Although efforts have been made to reinforce numbers "as and when", there are opportunities for contraband to be smuggled in. Concern has also been expressed regarding the lack of facilities, including the crèche, at visits. Young children can be observed running about unsupervised.

**4/6** The Board has concerns regarding the lack of "Listeners" on the wings. At the time of reporting, there is only one Listener in the whole of the prison. This is due to various factors, including completion of sentence and transfers. There are positive steps being taken to recruit for what is a very important service within the establishment.

**4/7** Finally, the Board enjoys mutual respect between themselves and prison staff, accepting each others responsibilities. Shortcomings are regularly discussed with the Governor and his response to the issues raised is always forthcoming.

**4/8** In general, the overall Performance Targets set out by the prison have been consistently good, with performance reaching Level 4, with the Chief Inspector of Prisons making an announced visit in 2013. This resulted in a positive report, stating Management and Staff deserve considerable credit for improvements they have carried out.

## **Equality and inclusion**

**5/1** The Diversity and Equality meetings are regularly attended by a nominated Board member but with a poor record of cancellations of meetings. However, they were re-established in February following a long period of inactivity. Regrettably, the meetings continue to be cancelled, often at short notice due to a variety of reasons - staff shortages on the wings necessitating officers being re-directed to other duties, being the main reason for the cancellation.

**5/2** There have been further problems with the establishment of the Equality Monitoring Tool, which went live in February of this year, replacing previous interventions. A discrepancy in statistics has been found regarding the number of applications recorded by the Business Hub but as this is a relatively new structure, improvements have been made in more accurate recordings.

**5/3** Community engagement - only one new external agency has been established within the prison, namely New Leaf. This is an agency which runs focus groups for Muslim and BME prisoners to address thinking and behaviour relating to anger and distress. It also provides a support plan to assist with benefits, housing and family issues to assist prisoners when they are released into the community.

**5/4** Prison Diversity representatives have been appointed and trained, along with prisoner focus groups focusing on the pro active characteristics of Race, Religion, Age and Disability.

**5/5** HMP Cardiff has a firm commitment on Disability and Equality with Governors and Officers showing commitment, drive and enthusiasm. However, due to staff shortages the Officers do not have sufficient capacity to fulfill their roles as they would wish as their efforts are being disrupted on a regular basis due to staff shortages on the wings, making progress slow and at times impossible.

## **Education and Learning Skills**

**5/6** All prisoners are assessed for basic literacy and their requirements are incorporated in their Sentence Plan, with sufficient places for all who need them. There is no conflict between activities and attending education as there is no pay differential between attending education and other paid work.

**5/7** Occasionally, Education courses are cancelled and this can be attributed to the non availability of wing staff to escort and supervise staff to classes, although this is not a regular failure.

**5/8** Education courses take into account the large turnover of prisoners, especially those on Remand so that they are based on a weekly modular system.

## Healthcare and Mental Health

**6/1** Since 2013 the management and administration of the prison Healthcare team has been the responsibility of the Cardiff and Vale University Health Board. This has resulted in improved clinical leadership and clinical governance support as well as better access to Healthcare staff training and development.

**6/2** The churn of prisoners has doubled over the past two years with an average of 50% of prisoners staying less than two weeks and 70% staying less than four weeks. In the first three months of the reporting period there was an average of 30 new receptions a day. This has considerable implications for the Healthcare Team.

**6/3** The Healthcare workforce has been overburdened and under resourced with a high incidence of sickness among staff. The Clinical Director, on her appointment in 2012, noted that the team faced an uphill struggle with a workforce that was disengaged and deskilled. Staff training needs were not always undertaken due to staff pressures and was of some concern, as it included basic training.

**6/4** Since that time there have been improvements in performance such as secondary health screening, a more rigorous approach to Risk Assessment, particularly in respect of reception assessments. There have been improvements in considering and recording all known risk factors of self harm and those with immediate health needs due to substance abuse or withdrawal from alcohol. Dental, Pharmacy and nursing services have been reviewed and the dynamics of the healthcare team have been considered with the aim of providing better care to patients.

**6/5** Twice weekly GP clinics held on the wings are well attended as well as once weekly meetings on mental health referrals which are attended by the GP's or a Primary Care health nurse. Appropriate referrals need some attention as earlier this year up to 20% of those referred with mental health concerns were deemed inappropriate.

**6/6** There have been additional staff appointments across the board including an additional Dentist, this has reduced the waiting time by 50%. 90% of Secondary Health Screening is now completed the day after the prisoners reception whereas two years ago only 30% received this screening. Sexual Health screening clinics on a twice weekly basis are currently being established.

**6/7** The Healthcare Partnership Board meets quarterly and an internal audit has been completed to ensure that appropriate processes and governance is provided, which include Risk Management, Incident Reporting, managing concerns, staff absenteeism training needs and the service level agreement.

**6/8** Key priorities such as Tuberculosis, Veterans, Substance Misuse and Mental Health have been identified. These areas will require more detailed reporting in the future for the purposes of the Welsh Government.

**6/9** The Healthcare Department appears to be operating more efficiently and satisfactorily with clearly identified areas and better functioning. Some areas of concern remain such as the Mental Health pathway which is under significant review, communicating within and outside the department, some areas of training, deaths in custody/homicide and overall consistency.

**6/10** Clear objectives for the next year have been signposted as well as longer term objectives from staff who are better trained and more fulfilled in their role.

### **Purposeful Activity Including Work**

**7/1** The Board has access to up to date information on work allocation and the range of purposeful activities. With the introduction of "New Ways of Working", many workshops are no longer supervised by officers and it is the intention to appoint civilian staff with appropriate skills to take over workshops. There has been some delay in filling some of the posts owing to training/security requirements but a core of workshops have continued to be available for work.

**7/2** The following workshops are available:

Cycle repairs (sent to Third World Countries)

Motor Mechanics

Printing

Commercial Cleaning

Packaging (including in house breakfasts packs)

Laundry

Kitchen duties

Railtrack (Inc safety training for Railway contract work) Highways  
Repairs and Maintenance

Painting and Decorating  
Building and Bricklaying

**7/3** At present, owing to the ongoing appointment of training staff, each prisoner is able to spend half a day in a workshop alternating with time on the wings. The situation should improve by the end of the year.

### **Resettlement**

**7/4** Cardiff prison was subject to an inspection in 2013. The issues they found relating to Resettlement centered on the strategic management of resettlement. It identified a need for adequate assessment to enable staff and prisoners to formulate plans which would support prisoners in their rehabilitation. In an attempt to address this, the strategic management of Resettlement is now via the responsible Governor direct to the senior management team rather than bi-monthly management meetings which were poorly attended.

**7/5** Resettlement plans are based on a four week induction process with the process beginning early in the sentence after being allocated to a wing the process consists of assessments relating to education and training needs, abilities in "soft skills" and the needs of the prisoner whilst in custody and when release

**8/1** Due to changes within the regime, more prisoners are offered education, training or employment during their period of incarceration. However, much of this can only be on a part time rather than fulltime basis due to numbers of prisoners. This does not adequately support people in the transition between prison in to employment on release.

**8/2** The assessment is revisited at a "Discharge Board" which is held before a prisoner's release. Each prisoner is told what services are available and what can be put in place to support him on release. At this point, joint decisions are made as to what is required. Currently, a number of outside agencies help with this process in offering advice on housing, training, employment and finance

**8/3** For remand prisoners an advice scheme in relation to Bail addresses is still supported by uniformed staff but this is no longer their role and offender supervisors based within the prison should be taking over but they are not yet in place. Offending Behaviour Programmes are no longer run within the prison which reduces access to the rehabilitation process. It is envisaged that civilian staff will take over the running and management of all resettlement early next year.

**8/4** Peer Advisors and Mentors managed by the St. Giles Trust have now been trained to help with the work of pre-release courses and day to day support for prisoners, this role to be shortly expanded by asking the Peer Advisors to offer targeted support to young adults within the prison who have been judged to be the most disruptive. The role of the peer advisor will be NVQ assessed and will lead to a qualification. Prior to peer advisors being in place there was a concern that some prisoners may be unhappy to discuss their needs with other prisoners. However, this does not appear to be an issue as prisoners still have access to Staff on the wings if they wish to speak to someone confidentially.

**8/5** Cardiff University is about to start a research project based at the prison looking at drug & alcohol programmes and their success. The programme will run for a period of eighteen months.

**8/6** Staff involved in resettlement at HMP Cardiff continue to be enthusiastic and committed to the need for rehabilitation and resettlement. However, the high turnover of inmates within the establishment, staffing issues and rate of institutional change within the prison service as a whole remains and will remain problematic for the resettlement team.

### **Safer Custody**

**8/7** Safer Custody meetings are held monthly and are attended by the appropriate personnel, including an IMB representative. The agenda topics include a monthly report from the Safer Custody manager, Samaritans report and HMP Cardiff Safer Custody Continuous Improvement Plan, Safer Custody Wales, training matters and violence reduction.

**8/8** The latest reported figure of staff in compliance with ACCT Awareness Training is 53.79% with an ongoing programme to improve on this figure. Of concern throughout the year is the very low numbers of "Listeners" available on each wing. Some wings have no Listeners available with only one Listener available in the whole prison at the time of writing. This is due to transfers and releases although there have been applications recently received which should result in appointments in the immediate future.

**8/9** A decision taken some time ago was for the "Safe Cells" to have murals painted on the walls for therapeutic purposes but regrettably, this still has not been undertaken

**9/1** Prime discussion and attention is been given to the increase in Deaths In Custody. The implementation of a better induction process and monitoring of the first few nights in custody is paramount. Staff shortages and outside deployment to other establishments, cutbacks, and low resources are placing severe strains on the service.

**9/2** Extra resources are being actively considered with a higher level of management supervision appointed to the Safer Custody role. Much good work is being done by conscientious officers and with the proposed changes, an even better job can be done.

### **Segregation, Care and Separation, Close Supervision**

**9/3** The Board is satisfied that the following range of core functions, activities and facilities are met at HMP Cardiff. The accommodation, facilities, regime (for own protection), own interest and good order or discipline, staffing and security in the unit are appropriate. The paperwork, including daily log, segregation history sheets, initial segregation health sheets, open ACCT/ACDT forms have been kept accurately and are up to date.

**9/4** The Board is always informed within 24 hours of moves to segregation and Board members are able to see and speak freely with each prisoner regularly. Review panels have been properly conducted with the requisite specialists in attendance. The necessary information is always available and there is an opportunity for the prisoner to make representations in person. The Board regularly receives timely notice of review boards, maintains a record of attendees and proceedings and will take any steps which may be necessary to ensure the correct procedure is followed. Cellular Confinement (CC), specialist accommodation and mechanical restraints are used appropriately and Dirty Protests are handled professionally and safely.

**9/5** The Care and Separation staff (CASU) maintains a good dialogue with Healthcare and Inreach departments to manage the care of prisoners with mental health issues. Problems with "long stayers" on the unit are regularly reviewed at Governor level.

**9/6** The SMARG (Segregation Monitoring and Review Group) meet quarterly and is chaired at Governor level. Considerable change and innovation was prompted by the last full inspection (2013) by HMIPC. The most significant was the need to provide a disciplinary regime which encourages measurable progression following an adjudication decision or an Incentive and Earned Privileges (IEP) demotion. The overall effect would include a clear behavioural incentive for the prisoner and a devolvement of responsibility for managing behaviour to Landing staff. The scheme has been successively implemented and there is a much more enlightened and emarginated approach to manage behaviour

### **Residential Services,(includes accommodation, food ,catering and kitchens)**

**10/1** In general, the accommodation is in good order as several of the wings were added some years ago with modern construction. However, the remainder of the prison is of Victorian construction with solid stone walls with evidence of ingress of damp and in some cells with black mould on the walls. The areas are regularly cleaned down but without cavity walls and ventilation, it quickly re appears. The decoration is of good order with regular painting of all areas. Regular complaints are received regarding the quality of bed mattresses, which are painfully thin and from examination, they appear to be potentially uncomfortable. Most cells house two prisoners and efforts are made to ensure smokers and non smokers do not share the same cell.

**10/2** The catering facilities are clean and reliable with very few complaints concerning the quality of food. Meals are varied, catering for prisoners of ethnic diversity, with allergies, vegetarian and vegan requirements. Food arrives on time on the wings and there is very little waste. The serveries are cleaned daily before and after use and the Board samples the food at the server in the presence of the prisoners. Staff worked hard to ensure Muslim prisoners were able to celebrate Ramadan and staff and prisoners worked extra hours in the kitchen to ensure that meals were served later in the evening.

**10/3** The kitchens are exceptionally well managed, food is despatched to the wings on time, where appropriate, in heated trolleys and the standard of cleanliness within the premises is checked on daily visits and appears to be good.

### **Other Areas of the Prison Regime**

#### **RECEPTION**

**10/4** The Reception is an extremely busy department, with large numbers of remand prisoners being collected from a large catchment area received mostly late afternoon. The department is fully staffed with experienced officers who thoroughly assess all arrivals before handing over for a Healthcare assessment. Personal searches are thoroughly carried out and all property accounted for. New arrivals are taken to a reception wing where they are allocated accommodation according to the health/ security risk assessment. A further action is now carried out whereby a detachable notice is placed on the cell door, to remind wing staff that it is the prisoner's first night and requires a higher level of monitoring.

**10/5** Induction takes place on the following morning before moving on to an appropriate wing.

#### **CHAPLAINCY**

**10/6** The multi faith staff provide their usual care to prisoners of all faiths and meets their concerns. Restorative Justice events are being run and are well received by all prisoners who attend. Support is provided to prisoners with family issues and deaths in custody. Regular services are held in the prison chapel to accommodate all faiths.

**TIME OUT OF CELL**

**11/1** Owing to a change in regime brought about by the 'New Ways of Working', there has been an alteration to the regime whereby wings alternate useful activities on a rota basis, alternating morning and afternoon working between wings. A minimum of five hours time out of cell is being maintained. There have been occasions when this has been curtailed through various reasons, usually staff shortages but this is not a regular occurrence. This is being closely monitored by the Board.

**11/2 PRISON POPULATION BREAKDOWN**

|             |       |
|-------------|-------|
| Unsentenced | 13.1% |
| Recall      |       |
| Remand      | 7.3%  |
| Sentenced   | 24.3% |
|             | 55.2  |

**NATIONALITY**

|                   |       |
|-------------------|-------|
| British           | 93.5% |
| Foreign Nationals | 5.4%  |
| Not Stated        | 1.1%  |

### **Abbreviations used within the Report**

IMB Independent Monitoring Board

HDC Home Detention Curfew

BME Black Minority Ethnic

NVQ National Vocational Qualification

ACCT Assessment Care and Custody Teamwork

CASU Care and Separation Unit

SMARG Segregation and Monitoring review Group

HMIPC Her Majesties Inspector of Prisons

IEP Incentive and Earned Privileges Scheme

OBP Offender Behaviour Programme

## Section 7

### THE WORK OF THE INDEPENDENT MONITORING BOARD

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

|  |            |
|--|------------|
| <b>BOARD STATISTICS</b>                                      |            |
| Recommended Complement of Board Members                      | 17         |
| Number of Board members at the start of the reporting period | 14         |
| Number of Board members at the end of the reporting period   | 14         |
| Number of new members joining within the reporting period    | 2          |
| Number of members leaving within reporting period            | 1          |
| Total number of Board meetings during reporting period       | 12         |
| Total number of visits to the Establishment                  | 717        |
| Total number of segregation reviews held                     | 134        |
| Total number of segregation reviews attended                 | 44         |
| Date of Annual Team Performance Review                       | March 2014 |

## Section 7 (cont.)

There should always be a full set of statistics on IMB Applications in the form of the template below. These together with the Board's comments will be of assistance to the Ombudsman and management generally. Comment should be made where there have been major changes from year to year.

| <b>Code</b> | <b>Subject</b>   | <b>Year<br/>2010/2011</b> | <b>Year<br/>2011/2012</b> | <b>Year</b> | <b>Year<br/>2013/2014</b> |
|-------------|--|---------------------------|---------------------------|-------------|---------------------------|
| A           | Accommodation  | 13                        | 16                        |             | 8                         |
| B           | Adjudications  |                           | 1                         |             |                           |
| C           | Equality & Diversity (inc religion)                                  | 3                         | 7                         |             | 16                        |
| D           | Education/employment/training inc IEP                                | 12                        | 5                         |             | 24                        |
| E 1         | Family/visits inc mail & phone                                       | 14                        | 7                         |             | 25                        |
| E 2         | Finance/pay  |                           | 11                        |             | 36                        |
| F           | Food/kitchen related   | 7                         | 4                         |             | 15                        |
| G           | Health related   | 103                       | 97                        |             | 159                       |
| H 1         | Property (within current establishment)                              | 43                        | 29                        |             | 33                        |
| H 2         | Property (during transfer/in another establishment)                  | 12                        | 11                        |             | 52                        |
| H 3         | Canteen, facilities, Catalogue shopping, Argos                       | 10                        | 11                        |             | 9                         |
| I           | Sentence related (inc. HDC, ROTL, parole, release dates, re-cat etc) | 96                        | 38                        |             | 89                        |
| J           | Staff/prisoner/detainee concerns inc bullying                        | 12                        | 20                        |             | 17                        |

|   |   |     |     |  |     |
|---|---|-----|-----|--|-----|
| K | Transfers                                       | 21  | 26  |  | 46  |
| L | Miscellaneous                                   | 70  | 36  |  | 141 |
|   | Total number of IMB applications                | 416 | 369 |  | 770 |
|   | Of total: number of IMB Confidential Access was | 54  | 41  |  | 24  |

*There will be other prison/centre statistics which the Board may want to include – adjudications, self harm and assaults etc. However, the Ministers and prison/centre authorities already have these figures (unlike IMB applications) so only when they help to identify an issue of concern or good practice should they be included in the appropriate section of the report and then only to the extent necessary to demonstrate the point and its importance.*