



HMP Downview Annual Report

January - December 2013

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.

Section 2

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Section 3

DESCRIPTION OF THE PRISON

Downview was a closed prison for adult women until 28th October 2013. A re-roling from female to male prisoners was announced on 4th September and the decant of female prisoners was due to be completed by 22nd November 2013. This was brought forward due to the exigencies of the wider service and the last female prisoner actually left Downview on 28th October. Most of the officers were then sent on detached duty to other prisons in the London area.

Within the prison boundaries, there was also a 17 bed juvenile unit, the Josephine Butler Unit, (JBU) for female prisoners aged 15-17 but, because prisoner numbers declined, the unit was closed by the Youth Justice Board at the end of August.

The adult prison's Operational Capacity was 355, of which approximately 120 were Foreign National prisoners from over 50 countries.

Most of the accommodation is Victorian (the prison used to be the nurses' accommodation for Banstead Hospital), but all blocks have been upgraded and accommodation was almost exclusively one prisoner per cell. One block, D, was dedicated to Enhanced prisoners who worked in the community.

As from January 2014 the Board understands that Downview is to be re-roled as a closed prison for Category C and D adult men who are expected to arrive in June.

Section 4

4.1 EXECUTIVE SUMMARY

4.1.1 Downview made notable advances in this year, particularly in the co-ordination of risk and sentence management, individual learning planning and the sequencing of interventions to suit prisoners' needs. The prisoners were treated with decency and respect in a calm atmosphere, and almost all of them were kept busy with purposeful activity during the week. The prison did well in its triennial inspection by both HM Chief Inspector of Prisons and Ofsted in 2013.

4.1.2 In HMCIP's report Downview received satisfactory ratings in all areas except Resettlement, which was 'Not sufficiently good' due to the backlog of OASys (Offender Assessment System) reports.(see 5.10.1). However, the Board thinks that a working week of only 24 hours is insufficient. (See paras 5.10.1 and 5.2.2)

4.1.3 Apart from the OASys backlog, the prison showed improvement with regard to the issues the Board was concerned about last year. Measures were taken to reduce the availability and use of drugs, 'Fair and Sustainable' was implemented successfully and staff sickness was reduced. (See Section 4.3 for further details).

4.1.4 Although the closure of the JBU was predictable, the decision to re-role Downview was completely unexpected. The Board commends the way in which the removal of the women prisoners to other institutions was managed although, due to the national position, it was rushed at the end. Also the staff were sent on detached duty to other London prisons earlier than expected and will remain on detached duty for much longer than originally anticipated. The sickness record indicates that morale was affected by the emptying of the prison. (See paras 4.3.5)

4.2 Particular Issues requiring a response:

Since the role of the prison is changing, there are no on-going issues, apart from the desire to have more details as to Downview's future role.

4.3 PREVIOUS YEAR'S CONCERNS:

4.3.1 Availability of drugs

Last year the Board expressed great concern about the availability of illegal drugs within the prison, although a Drug Supply Reduction group had been set up to address this, with the help and co-operation of the Surrey Police. As reported in paragraph 5.6.3, the Drug Supply Reduction group continued to tighten up on security procedures this year, and measures were taken with the assistance of Healthcare. Shortly before the re-role to male prisoners was announced, a part-time dog handler was appointed and started work.

4.3.2 Fair and Sustainable

Despite the concerns expressed by staff and the loss of some valued members of staff, the implementation of Fair and Sustainable in April went very smoothly. The Board is aware from Annual Reports that this was not the case in some other prisons

4.3.3 Backlog of OASys Reports

Last year the Board reported that "A significant backlog of OASys assessments has built up which has slowed down sentence planning and the sequencing of interventions." A backlog of 98 OASys reports was noted by HM Inspectors following their unannounced inspection in July. The Board understands that after two extra Offender Supervisors were appointed, this was reduced to around 80 to 85 OASys reports outstanding in September when the re-rolling was announced. It is not an exact figure as the Offender Management records had to be cleared down after the prisoners left. The Board hopes that OASys assessments will be given a higher priority when the prison takes prisoners again.

4.3.4 Pathways information from other prisons

Last year the Board reported that "The information gleaned from local prisons in up to seven of the nine pathways is often not communicated to Downview efficiently". This was noted by HM Inspectors following their unannounced inspection and contributes to the OASys backlog as information has to be gained before the OASys reports can be completed.

4.3.5 Staff sickness

Incidence of sickness reduced during the year, although it increased after the re-role was announced on 4th September. The chart shows the days lost per person through sickness each month for 2013 compared with 2012. For the months before the announcement, the average was below the target of 9.5 days per person, and after September was still below the previous year's rate.

	April	May	June	July	Aug	Total Apr-Aug	Sept	Oct	Nov	Total Sep-Nov
2012	14.02	13.59	12.28	13.23	12.39	65.51	11.95	12.05	12.23	36.23
2013	9.18	9.59	9.01	8.08	8.80	44.66	9.69	10.00	10.00	29.69

Section 5

5.1 EQUALITY & INCLUSION

5.1.1 The Equality Action Team met on a regular bi-monthly basis. On the occasions when the original meeting date was cancelled and the meeting subsequently reconvened at very short notice, it was not always possible for the IMB to attend. It is a requirement that an appropriate external organisation should attend and review the system for complaints. The Zahid Mubarek Trust agreed to fulfil this role but failed to make a start during 2013.

5.1.2 The Equality Action Team (EAT) meetings were preceded by meetings of various sub groups such as the 50+ Focus Group and the Foreign Nationals Group.

5.1.3 The Systematic Monitoring and Analysis of Race Equality Tool was used to determine whether the various activities or functions within the prison display any disproportionate or unfair outcomes. This showed that complaints were below expected numbers; all other issues were well within expected limits.

5.1.4 In the middle of the year Praxis gave a detailed presentation of their work to the Equality Action Team. Regrettably, one of their most useful functions, that of translation, was withdrawn due to lack of funding. The lack of translated material for Foreign Nationals in reception was commented on by HMIP. It remains difficult to determine whether the Praxis service provided real value for money and the Board believes that such a considerable sum could have been much better used in this area.

5.1.5 Hindu prisoners were without a religious leader for most of the year and although one was recruited he resigned within a very short time. It proves very difficult to fill these positions for a small female population.

5.1.6 HMIP commented that Discrimination Incident Report Forms (DIRFs) were being overused and used inappropriately. However the general view was that it was preferable for a DIRF to be submitted even if an incident had been dealt with satisfactorily at the time.

5.1.7 In the middle of the year the Board became aware of, and consequently concerned about, a number of Foreign National “overstayers”; one such was in custody for an additional 22 months.

5.2 EDUCATION, LEARNING AND SKILLS

5.2.1 Last year, the Board criticised the slow implementation of the new OLASS 4 contract and highlighted the adverse effects this had on the ability of Downview’s teaching staff to plan ahead. Fortunately, the new management overcame these difficulties, enabling the College to excel this year.

5.2.2. The Ofsted inspection in July awarded “Good” grades in all three CIF aspects, viz: ‘Outcomes for Learners’, ‘Quality of teaching, learning and assessment’, and ‘Effectiveness of leadership and management’.

5.2.3. The Board agrees with Ofsted’s general criticism that “opportunities for prisoners to progress to Level 3 have been diminished by lack of funding” – and suggests that this matter should be reviewed.

5.2.4. There have been marked improvements in all Downview’s “Education, Training and Employment” (ETE) functions this year – media courses, practical catering instruction, and horticulture as well as College and Library-based teaching. This reflects well on the Head of Reducing Reoffending who has re-profiled her staff and encouraged College managers to negotiate with other departments to avoid disruption to individual prisoners’ learning plans.

5.2.5. The Board also commends the National Careers Service (Tribal) manager who, with assistance from NACRO, has been instrumental in setting realistic personal targets for prisoners to aim for.

5.3 HEALTHCARE & MENTAL HEALTH

5.3.1 Assura Medical Ltd (Virgin Healthcare) provide healthcare to a high standard. The wing surgeries continue to be well received by the prisoners and the Board hopes that when Downview is re-roled they will continue to pay a part in the healthcare structure for men.

5.3.2 In comparison with the number of women who attend the healthcare centre the Board receives few applications from them and when the Board does receive them, their complaints are invariably about the medication prescribed.

5.3.3 There has been a major improvement in the provision of dental care - the waiting lists are now a thing of the past.

5.3.4 Mental healthcare continues to be provided by the NHS. It is a small team and was badly affected by the sickness of a key member in 2013. At present a proposal for re-designing the team is being prepared for the Commissioners, so the future configuration is not yet known.

5.4 PURPOSEFUL ACTIVITY (INCLUDES WORK)

5.4.1 The Board commends Downview's management for the speed with which "Fair & Sustainable" was implemented, and for the consequent reorganisation of the Reducing Reoffending (RR) department. A new Activities Team was created, internal employment opportunities were extended, and an RR strategy rewritten to ensure better sequencing of pathway needs.

5.4.2. Additionally, the Heads of RR and Resettlement were developing a new Initial Custody Plan procedure to improve this sequencing when the re-role was announced. The Board believes that this procedure will be as valuable for Cat C/D males as it has been for women.

5.4.3. Downview's management has also become increasingly alive to the importance of training and employing prisoner peer workers internally who are not yet eligible for Release on Temporary Licence (ROTL). The Board hopes this policy will also be maintained once male prisoners arrive.

5.4.4. Time spent on purposeful activity at Downview however is determined by NOMS' "core day" concept, which incorporates two facets, 'Association' and 'Education, Training and Work' (ETE). In July, HM Chief Inspector gave credit for the range and standard of activities provided. The Board agrees with this but also thinks that the "core day" allowance of only 24 hours per week for out-of-cell Education and Work is nothing like enough and recommends that the whole concept is reviewed.

5.5 RESETTLEMENT

5.5.1. The Resettlement department underwent a major overhaul after the implementation of "Fair & Sustainable" and, by chance, HM Chief Inspector's team arrived in the middle of it. Though HMIP's criticisms of the system for assessing prisoners' initial needs were fair as 'snapshot' observations, IMB members were regularly in the prison both before and after the inspection, and noted a steady improvement in the process despite the problem with OASys completions. (see 5.5.4 below)

5.5.2. Preparation for release should automatically follow any obligatory behavioural courses conducted by intervention facilitators. However, though most pathway referrals have been well managed, some of the lead roles have not been performed effectively. The Board thinks that important pathways such as 'Children & Families', 'Domestic Violence' and 'Exiting Sexwork' should either be led by non-operational staff or by operational officers given sufficient guaranteed time to do the work involved.

5.5.3. The Head of Resettlement chairs bi-monthly pathways meetings. All Leads attend these and contribute to an action plan which is a live document. This wide information sharing has improved the management of ROTL and other preparations for release.

5.5.4. The Board's most serious adverse comment relates to OASys completions. After the "Fair & Sustainable" process, two senior officers were profiled to tackle a large OASys backlog, but it took time to alter their established shift patterns. Worse still, prisoners have regularly been

transferred to Downview with no OASys documentation at all. These omissions have disrupted the management of behavioural training, made it difficult for sequential pathways referrals to be made, and added unacceptable risks of harm both to the prisoners themselves and to others with whom they come in contact.

5.6 SAFER CUSTODY

5.6.1. It is with regret that the Board has to report two deaths in custody this year, but the Board commends the management on the care and consideration given when notifying the prisoner's relatives.

5.6.2. The Safer Custody meetings continued to be held monthly and were well-attended. The Samaritans and the Listeners always report as the first item. The main issues monitored were self-harm and violence reduction, including bullying. The rate of self-harm remained steady for the eight months before the decant of the prisoners began, and bullying reduced as the drugs issues were addressed. The Enhanced Case Review Team, which also met monthly, took a detailed interest in the care and treatment of 6 - 8 particularly vulnerable prisoners and reported their progress to the Safer Custody meeting.

5.6.3. The Drug Supply Reduction group worked to ensure that procedures concerning the searching of outside workers and incoming post were tightened up, and closed visits for prisoners were used where intelligence deemed it necessary. Cell searches based on intelligence helped to identify the dealers and it was recognised that the abuse of prescribed drugs as well as illegal drugs was a large part of the problem. In January Healthcare calculated that between 70% and 80% of prisoners were receiving some form of medication and these were changed to a liquid form where possible. The case was successfully made for employing a dog handler and shortly before the re-role was announced, one was appointed.

5.7 SEGREGATION, CARE & SEPARATION

5.7.1. The Board is pleased to note some positive changes since the publication of last year's report. There has been improved training for officers working in the CSU. The data presented at SMARG meetings showed a reduction in the number of adjudications dismissed because of incorrect paperwork/procedures being followed. The membership of these meetings has changed to include fewer but more appropriate senior personnel. This resulted in more informed discussion about the issues which required management attention.

5.7.2. Further progress was made to improve accommodation with better B Wing Care and Separation Unit (CSU) cells used almost entirely for vulnerable prisoners seeking self-protection, and the older cells regularly used for adjudicated prisoners. However, the older CSU cells have not been upgraded as was proposed. The Board has seen examples of excellent staff prisoner relationships in an environment which can be stressful for all concerned.

5.8 RESIDENTIAL SERVICES (includes accommodation, food, catering and kitchens)

5.8.1 Accommodation matters continue to feature only rarely as a topic for Applications to see the IMB which is an indication of satisfaction amongst prisoners.

5.8.2 The kitchen continued to function effectively and efficiently despite the unreliability of the equipment. There was also a period when both the dishwashers failed. Also, blocks of tiles have fallen off the wall. Lack of investment thus not only impacted on the staff and the operation of the kitchen but also had health and safety implications.

5.8.4. Despite these difficulties the kitchen staff provided a good standard and variety of food..

5.9 JOSEPHINE BUTLER JUVENILE UNIT (JBU)

5.9.1 The long term viability of the JBU was called into question early in the year following an announcement in February 2013 by the Justice Secretary that a further consultation paper on the youth estate was to be published. The JBU had a capacity to hold 17 girls but in January 2013 there were only 5 in residence. With minor fluctuations this under utilisation continued until the Unit closed in August. Between April and August girls in residence never exceeded four and for long periods were as low as two.

5.9.2 Although it was evident that the Unit was unsustainable, no decision on closure was announced by the YJB until the beginning of August and the unit closed two weeks later. The uncertainty regarding the future undoubtedly created a long period of stress not only for the officers but for the educational staff and other support workers. Despite this, the governor of the unit did commendable work in motivating his team and ensuring that to the end the small number of girls still held were properly supported.

5.9.3 Even though the future of the unit was seen to be in serious doubt the YJB continued through 2013 to maintain a programme of significant capital expenditure. During the year “all weather” outdoor exercise equipment was installed, 5 new computers were approved, the common areas of the unit were fully redecorated and a new purpose built kitchen with appliances was fitted. In the case of the kitchen this was completed in July 2013 - one month before the unit closed. In the Board’s view this capital expenditure should never have been incurred and any budgets relating to it should have been put on hold until clarity as to the Unit’s future had been established.

5.10 INSPECTION BY HM CHIEF INSPECTOR OF PRISONS

5.10.1 In July Downview had its triennial unannounced visit from Her Majesty’s Chief Inspector of Prisons. Outcomes for prisoners were given better ratings than at the last visit, being granted ‘**Good**’, the highest grading, for purposeful activity, and ‘**Reasonably good**’ for safety and respect, but for resettlement the grading was ‘**Not sufficiently good**’. This low rating was due

to a backlog of OASys assessments, which in turn was due because information was not passed on from the prisoners' previous prisons.

5.11 THE DECANT

5.11.1 The Board was impressed by the care and attention given to planning the transfer of the prisoners to other prisons after the re-rolling was announced on 4th September. The following morning the staff were given a full briefing, and the prisoners were informed via a briefing sheet which was put under every cell door. All prisoners were then spoken to individually and were asked to give their preferences for their transfer. The first groups to leave included not only some of the more vulnerable prisoners, but also some of the Listeners and peer workers, to help them over the change. Sympathetic consideration was given to delaying the departure of those with urgent hospital appointments, educational courses or exams to complete before the assumed transfer date of 22nd November. This however was seriously affected by the sudden decision to empty the prison a month early.

Section 6

WORK OF THE BOARD

6.1 The Board started the year with 11 members, below the designated membership of 14, and started the year without an elected chairman. After advertising unsuccessfully throughout the London area for a chair, one of the members was elected to the chair in May.

6.2 Two members of the Board resigned due to increased workload and travel in their full-time employment, and another member moved out of the district and joined the local IMB. By the holiday season the Board was down to eight members, of whom one was recovering from an operation and the two in employment were finding it increasingly difficult to carry out their normal duties, let alone take on more. After a recruitment drive the Board has recruited three new members, but our former Chair has had to leave after 16 years valued service.

6.3 With female prisoners, the Board takes formal applications once a week, seeing 8 prisoners for 15 minutes each. The Board is also aware this may not be appropriate for male prisoners. The Board is now arranging visits to Category C/D male prisons to learn how the current approach needs to be adapted.

BOARD STATISTICS	
Recommended Complement of Board Members	14
Number of Board members at the start of the reporting period	11
Number of Board members at the end of the reporting period	10
Number of new members joining within the reporting period	3
Number of members leaving within reporting period	4
Total number of Board meetings during reporting period	12
Total number of visits to the Establishment	332
Total number of segregation reviews held	n/a
Total number of segregation reviews attended	0
Date of Annual Team Performance Review	12-12-13

APPLICATIONS TO SEE THE BOARD					
Code	Subject	Year 2010	Year 2011	Year 2012	Year 2013
A	Accommodation	5	8	5	4
B	Adjudications	9	6	9	1
C	Equality & Diversity (inc religion)	3	0	2	4
D	Education/employment/training inc IEP	15	24	42	11
E 1	Family/visits inc mail & phone	18	22	30	5
E 2	Finance/pay	24	28	25	5
F	Food/kitchen related	12	4	8	2
G	Health related	33	29	22	19
H 1	Property (within Downview)	26	4	32	15
H 2	Property (during transfer/in another establishment)	12	4	25	20
H 3	Canteen, facilities, Catalogue shopping, Argos	1	0	3	4
I	Sentence related (inc. HDC, ROTL, parole, release dates etc)	111	78	52	34
J	Staff/prisoner/detainee concerns inc bullying	12	17	12	13
K	Transfers	29	9	10	3
L	Miscellaneous	25	17	42	19
	Total number of IMB applications	287	234	274	155
	Of total: number of IMB Confidential Access was:	N/A	N/A	N/A	0

If applications had continued at the normal rate there would have been some reduction over the year, perhaps due to the prison not being up to its full complement of prisoners. After the

announcement of the re-rolling on September 4th, the decant proceeded rapidly, and there were only 7 applications in the last quarter of the year. The prison was empty on 28th October 2013.

2010 other: Access to Ombudsman (3), Parole Papers (3), Deportation (2), Bullying (2), Compassionate visit (2), Induction programme (2), Arts& Craft materials, Media graduation ceremony, Noise from radios, Use of a typewriter, Dirty protest clean up, Stop TV programme being broadcast, Lost legal documentation, Missing daughter, Getting to see IMB, CARATS, Detergents.

2011 others: Bullying (2), Delayed unlock (2) Deportation.(2), Religious recognition (2), Batteries for hearing aid (2), Signing course (2), Housing, Location of partner in HMP, Confiscated DVD, Complaint against IMB.

2012 Others: Housing on release (6), Delays in answering Complaints (4), Lock downs (4), Bullying (2), False accusations (2), Deportation appeal (2), Property confiscation(2), Stuff holding room, Missing laundry, Complaint about IMB, Thank you IMB, Driving licence, Community Care Grant, Outside banking issue, Birds of prey, Passport application, CD player, Prayer meetings, Sarah's Law, Prisoner Consultative Committee, Outstanding fine, Bank/debit card loss, Access to solicitor, Tax Credits, Inappropriate behaviour, Non allergy pillows, Injury claim.

2013 Others: Delays in answering Complaints (2); Access to Ombudsman (2); IPT (2); Housing on release (2); Deportation; Hot water Thermos; Telephone time; Tribunal attendance; R39 mail, Deportation, TV listing, Mail to legal advisor, Compensation for in-cell fire, Phone calls to court, accident at other prison

Section 7

GLOSSARY OF ESTABLISHMENT RELATED TERMS AND ABBREVIATIONS USED IN THIS REPORT

The following acronyms are used in this report. For readers not familiar with these Ministry of Justice terms, below is a list of explanations

CARATS	Counselling, Assessment, Referral, Advice and Through care
CSU	Care and Separation Unit
DIRF	Discrimination Incident Report Form
EAT	Equality Action Team
ETE	Education, Training and Employment
HMIP	Her Majesty's Inspector of Prisons
JBU	Josephine Butler Unit
NOMS	National Offender Management Service
OASys	Offender Assessment System
Ofsted	Office for Standards in Education, Children's Services and Skills.
ROTL	Release on Temporary Licence
RR	Reducing Re-offending
SMARG	Segregation Monitoring and Review Group
YJB	Youth Justice Board