



**Annual Report**

**on**

**HMP/YOI Drake Hall**

**1<sup>st</sup> November 2012**  
**to**  
**31<sup>st</sup> October 2013**

# **Section one**

## **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 Minister of 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 Minister, or any official to whom he has delegated authority as is judged appropriate, any concern it has;
- (3) report annually to the Minister on how well 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 right of access to every prisoner and every part of the prison and also to the prison's records.

# Section Two

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## **Section Three**

### **Description of HMP & YOI Drake Hall**

The prison is situated in rural Staffordshire, about a mile from the town of Eccleshall and 10 miles from Stafford and the nearest railway station. The women are accommodated in 15 houses, each with c.20 rooms; most are single rooms, with a small number of doubles.

Drake Hall is a Closed prison for women and a nominated Foreign National Centre with a certified normal holding capacity of 315. Population averaged 90.7% of capacity over the year of which an average of 16.4% were Foreign National prisoners. The number of Young Offenders in the total averaged 9.

The Adult Learning Centre is managed by Milton Keynes College whose contract started in August 2012. Prisoners' education and training needs are assessed by JHP Group, a careers information and advice service.

Healthcare provision is under the South Staffordshire Primary Care Trust.

The Library is run by Staffordshire County Council. It is open every day including Sundays and runs a Poetry Group, Storybooks for Mums and a Sunday Reading Group. Total visits for the year were 17,163 which is a slight reduction on the previous year, however, the library was closed for three weeks to allow a change of location. A Writer in Residence continues to be attached to the Prison and works with some of the prisoners to publish a Quarterly In-house magazine.

There is a prison shop, contracted to DHL Booker who also run a warehouse in Drake Hall from which 10 other prison shops are supplied; this provides work for 41 prisoners at Drake Hall. Work is also provided through the Kitchen, Gardens, the Laundry, the CFM workshop, the Recycling Unit and Hair & Beauty Salons. As a prison with a strong remit for resettlement, Drake Hall also encourages prisoners at the appropriate stage of their sentence to find work outside the prison.

# Section Four

## Executive Summary

### 4.1 Issues contained in our Previous report

**Vulnerable Prisoners.** We are pleased to report (**Para 5.7b**) that the Safe Custody Suite for distressed and vulnerable women is fully operational.

### 4.2 Other issues of Concern or Excellence not requiring a response.

(a) In our last report we noted that despite the transfer to Drake Hall of women with more difficult and challenging behaviour, emphasis was continuing to be placed on the resettlement ethos of the prison. We are pleased to be able to report that this continues and has been built on during the year.

(b) A positive example of this has been the successful establishment of a commercial Call-Centre in partnership with a commercial company which provides employment for some of the women (**see Para 5.4(c)**) and which will provide them with a reference on their release and in one case has already resulted in an offer of employment in one of the company's other offices.

(c) The work of aligning offender management, sentence planning and interventions has made steady progress through sequencing (**para 5.5(b)**). In the meantime, the data the prison is able to collect indicate that the resettlement work is having a level of success.

(d) Although there has been an improvement in the number of ACCTs and self-harm incidents over the past year (**see para 5 (d)**), the Board feels that the reduction of these should remain a priority.

### 4.3 Overall Judgement

This has been a year of consolidation for the Prison, with the inevitable turmoil following Fair and Sustainable plus a revised Staff Profile, both of which we are pleased to report are now settled and working well. There have also been some difficulties with the new OLASS contract ( **see para 5.2(a)**) but we are confident that these are now being addressed.

HMCIP carried out an Announced Inspection of the Prison in March and his Report stated  
*"This is a good report. Drake Hall was well led by the governor and we sensed that managers had an energy and commitment focused on continuous improvement"*.

The Board is pleased to endorse this view.

Overall, the Board continues to believe that Drake Hall provides a safe and secure environment with a committed emphasis on preparing prisoners for resettlement and where they are treated with humanity and decency.

## Section Five

	2008/9	2009/10	2010/11	2011/12	2012/13
Ave. population	249	282	299	299	266
No. of Adjudications	383	417	338	719	609
No. held in C&SU	77	133	118	199	133
No. of ACCTs opened	154	139	106	152	143
No. of R&C	729	987	847	693	444
No. of UBRFs	66	161	105	96	67
No. of DIRFs	73	42	47	19	36
No. of SIRs	1985	2340	2813	3165	2421

### 5.1 Equality and Inclusion

**(a)** During the year an Equalities Hub has been developed in Drake Hall that has put it at the centre, both philosophically and physically, of the Establishment. The building has provided a fixed, central point for the women and staff to enhance their relationships with each other, for groups such as Praxis and UKBA to work out of and for the Protected Characteristic groups to meet. The Hub gives a strong base to continue the work done by the team but it also provides the opportunity for more women and staff to be involved.

**(b)** During the year the structure of the way in which Equalities is managed has changed from a small team conducting all equalities issues, to a framework which now provides for many more people to get directly involved. It continues to give a clear direction to the management of the Protected Characteristics with a senior member of staff as lead for each team with the Governing Governor taking charge of the Equalities meetings which report on all areas and issues involving Equalities and inclusion across the prison.

**(c)** SMART data is collected and examined at each monthly meeting and trends and anomalies discussed and where appropriate investigated.

**(d)** The celebration of a wide number of significant days and themed events takes place throughout the year, the chaplaincy team and the catering team playing significant parts in their success.

**(e)** A decrease in the number of DIRFs submitted throughout the year has been noted and whilst a Notice to Staff and to Prisoners does not seem to have had much effect, a programme is being devised for both staff and prisoners that will review, with them, the point, purpose and process of the submission of DIRFS: alongside this will be a review of the process and scrutiny. This reduction in numbers gives the Board some concern as it is felt that it may reflect a lack of confidence on the part of the prisoners that such complaints are not being investigated sufficiently robustly and therefore achieves little.

**(f)** Equalities in Drake Hall is managed well and the structure provides the women with a variety of opportunities to meet and discuss issues with staff: the Senior Staff engage well with their designated roles and further developments are in place for 2014

## **5.2 Education, Learning and Skills**

**(a)** The change of OLASS contract from City College Manchester to Milton Keynes College has not been entirely smooth over the last twelve months. The education timetable was not accurately reflecting what the Governor had agreed should be delivered. As a result, there have been changes of staff and procedure and a new timetable for the next 12 months has now been published. There is now an impressive emphasis on improving the delivery of the current courses and in offering new courses and classes that together should enhance the likelihood of successful re-settlement for the women.

**(b)** Emphasis has also been placed on achieving a much higher percentage of women attending classes than previously. An IEP system has been implemented to encourage women to do this. Newly introduced attendance and allocation data is highlighting non-attenders and the percentage of women now attending classes has risen over recent months by 13%, which is encouraging.

**(c)** The maximum number of learners is either 8 or 10 in a class and the fact that women are now required to carry with them their Individual Learning Plans enables staff to see immediately what progress has or has not been achieved in the previous lessons and to put immediate measures in place to improve performance.

**(d)** The annual target for women achieving NVQs throughout the department is 16 and this is being achieved.

**(e)** In response to the May 2013 HMCIP report, a Quality Improvement Officer has been employed and to date has completed 10 tutor assessments. A Quality Improvement Plan is in place to improve all areas of the department. These measures should have a considerable impact on the quality of teaching and delivery of courses. An additional Learning Support tutor has also been employed to improve engagement with illiterate women.

**(f)** As yet, some planned courses have not been implemented, such as the Barista skills course, where new equipment has been purchased, but is not yet operational and training cannot therefore start. A parenting course is also planned over the next months.

**(g)** Overall, **there** is now optimism within the department that the women are being offered the best possible chance for re-settlement and there is a new emphasis on helping them to achieve this, which is commendable.

## **5.3 Healthcare & Mental Health**

**(a)** The short-staffing problems of last year have been progressively resolved during the year and by October the department has been more or less fully staffed. The transition in personnel changes at a senior level has been well managed with very little disruption and health services have continued to be delivered to a high standard.

**(b)** Prisoners not attending scheduled appointments (DNA's) continued to be a significant problem during the majority of the year. However the introduction of a radical new system in the late summer has been highly effective in reducing DNA's. By October the number of DNA's as a percentage of total appointments had dropped dramatically in all clinics with the most marked improvement being the GP, Dentist and Nurse Clinics. Percentages have been reduced from the 25%-35% range to single figures.

- (c) The system of Self-Certification continues to be problematic and a thorough review of policy and the system mechanisms by the steering group has been agreed.
- (d) An incident of TB in February was very effectively and efficiently managed.
- (e) The need for a decontamination suite for the Dental Practice has been frustrated by the lack of a suitable location and the absence of sufficient funds in the Healthcare budget. However a location has now been established and the Governor has managed to secure sufficient money through Prison Service budgets for its construction, so the project can now move forward.
- (f) Although waiting lists for clinics remain high they are gradually being reduced. The main problem is the Optician Clinic where the waiting list is currently over 10 weeks. However the recruitment of an additional optician is nearing completion and the new individual has been security cleared. Once in post they will provide the additional support required for the existing optician.
- (g) The new combined Drug and Alcohol Recovery Service (DARS) has made very good progress during the year. The emphasis of the new service has been to work towards abstinence rather than maintenance for women with these problems. The team appear to be very motivated and capable.
- (h) Good progress has been made in the working relationship between Residential and Healthcare during the course of the year and there has also been an increased emphasis on Mental Health Training for staff during the year, which is perhaps reflected in the HMIP Report. This was particularly complimentary about the standard of support for women with mental health issues.
- (j) The only area which gives rise to some concern is the new Healthcare Complaints system. This has now been removed from the control of the Healthcare Manager as all complaints by prisoners have to be submitted directly to the Primary Healthcare Trust and as a result, we are unable to monitor the timeliness or appropriateness of any responses.

Overall the IMB Board is happy that Healthcare & Mental Health Departments continue to provide an excellent and professional level of healthcare at Drake Hall.

#### **5.4 Purposeful Activity, including work.**

- (a) Planning productive work and other purposeful activity is given a high priority in the management of the prison. Those responsible recognise the positive role that engagement in these activities ought to play in the rehabilitation and eventual resettlement of prisoners. The report on the HMCIP Inspection of the prison in March 2013 noted good strategic leadership and direction with a strong focus on work training and opportunities for release on temporary licence. Steps have been taken to address each of the HMCIP recommendations for further improvement, ensuring, for example, more rigorous monitoring of attendance for education courses.
- (b) The induction process when prisoners arrive includes an assessment of the needs and potential of each individual prisoner in the areas of education and work. Decisions are then taken on job allocation and educational programmes for individuals in consultation with Offender Managers. A good range of work, education and training is available and this is backed up by a wide range of accredited qualifications on offer to meet the abilities and needs of prisoners. Well established areas of work include Waste Management, Laundry, Catering, Hairdressing, Packaging and Gardening. During the past year a number of initiatives have been taken to ensure that appropriate qualifications are now being offered in each of these areas without exception. Planning is also underway for the development of a programme to train sewing-machinists so that they may gain a textiles NVQ. Prisoners have the right to seek a change in their work area after completing four weeks working in the area to which they have been allocated. The Labour Allocation Review Panel meets regularly to consider and agree any changes.

**(c)** There have been several innovations during the last year. The most high profile innovation has been the development of a commercial call centre in cooperation with an external company. This project provides employment for 20 prisoners and is working well. However it attracted national publicity and some unjustified and ill-informed public criticism. Welcome support for this project was offered by the Ministry of Justice. Discussions are now underway to consider moving this project forward, possibly by developing a shift system. This would ensure fuller use of the facilities and would offer opportunities for more prisoners to participate.

**(d)** A wide range of activities is offered within the gym. These activities make a good contribution to the health and wellbeing of prisoners and in some cases also offer a range of qualifications with currency in the world of work: prisoners with appropriate skills and commitment are, for example, able to gain qualifications which enable them to lead some classes within the prison.

**(e)** The effective management of purposeful activity is complex and presents constant challenges. The volume of work available in particular areas may be affected by external factors. One example this year was the closure of Shrewsbury prison which resulted in a reduction in laundry work. Seasonal and day-to-day changes in the weather can also reduce the demand for workers, for example, in the gardens. Monitoring attendance is also complex as it can be limited by a range of factors such as ill-health, healthcare appointments and religious observance. However, despite these constraints, the Prison provides purposeful activity, education or work for all prisoners who are eligible to take part.

## **5.5 Reducing Re-offending & Resettlement**

**(a)** The progress on resettlement and reducing re-offending noted in our last report seems to have foreshadowed the Government's move to place more emphasis on resettlement throughout the prison service, and certainly met the approval of HMIP who gave Drake Hall an 'Excellent' (4) rating for resettlement in March's inspection.

**(b)** The 9 resettlement pathways are embedded in the prison's policies and team plans, and prominently displayed around the site. A "sequencing" approach has built on this framework to develop career pathways, linked to appropriate interventions and personal and development routes, all embraced in the individual's sentence plan. This enables both the prisoner and the offender supervisor to manage where the prisoner should be each day and avoid, or at least minimise, clashes between work, education and interventions.

**(c)** Because Drake Hall is special in having an 'open' environment within its outer fence but at the same time, having 'closed' status, the regime puts a responsibility on the individual prisoner to be where she should be at a particular time. This has, at times, resulted in a high number of DNAs (Did Not Attend) for courses but the links to sentence planning have brought these down markedly and the new IEP scheme, to be implemented in November, will re-enforce this. Developing this sense of responsibility is seen as an important step in preparing the prisoner for release.

**(d)** Sequencing has also enabled the prison to plan an 'offender journey' for each prisoner, which reflects their sentence plan. After an initial assessment in the first months after reception and, where needed, work on basic skills in English and Maths, the emphasis for lower tier prisoners, more than 2 years away from release, is on pro-social life and work skills, such as timeliness and co-operation. A 'ready-for-the-road' qualification has been introduced covering interview and presentation techniques and CV preparation. In the 2 years prior to release the emphasis moves to vocational skills, with NVQs linked to work allocation and to re-integration through ROTL, particularly outwork where appropriate. There are further, needs-based interventions, such as Thinking Skills, Focus on Resettlement and a Power to Change course; the latter is linked to domestic violence, and Drake Hall has specially adapted the male estate course for use by women.

**(e)** Drake Hall has always had a high level of ROTLs (Releases on Temporary Licence): there were 4417 instances in 2012-13 and 3477 from April to October 2013. The great majority of these are for outwork, which comprise c.2800 of the April-Oct 2013 figure, and this covers voluntary work, either in local charity shops or in the community (in the period from January 2012 to October 2013 c.19,000 hours of reparative work was done in the local community), or paid work in local businesses. Of the 190 women who completed outwork programmes and have been released since January 2010 on completion of their sentences, only 7.8% have been re-sentenced or recalled.

**(f)** Development of through-the-gate links continues, with Drake Hall now the lead partner for the Spurgeons monitoring programme on release. After being mooted unsuccessfully several times over the years since the outer fence was erected, it now looks as though the old JSAC building, outside the fence, will be converted into a residence block for 'open' category prisoners, which would add an extra dimension to the resettlement facilities.

**(g)** We mentioned last year that the prison had started collecting information on whether prisoners released from Drake Hall had re-appeared in the system a year later; figures for 2011-12 releases show that 76% do not re-appear and that, even for those on short, under 12-month sentences, with whom intervention work is inevitably limited, the figure is 69%.

## **5.6 Safer Custody**

**(a)** Safer Custody is managed by a Safer Custody Custodial Manager and 2 Safer Custody Officers, supported by a weekly Multi-Agency Safer Health meeting (MASH), at which all vulnerable prisoners are discussed and actions agreed, and a monthly Safer Custody meeting which is attended, for part of the meeting, by the Peer Support Worker, listeners and a Samaritans representative. The Listeners also hold monthly meetings with the Samaritans representative. The IMB attends the Safer Custody meeting regularly and the MASH meeting occasionally.

**(b)** Two new developments during the year saw the opening of a Safer Custody Suite and the appointment of a prisoner as Peer Support Worker. In the past, because Drake Hall prisoners live in residential units, each with their own room key, any prisoner placed on constant watch as a suicide risk had to be housed in a gated cell in the CSU. Now a separate, locked, suite, with facilities for the prisoner and the officer, is available which is a marked improvement. Fortunately it does not have to be used very often.

**(c)** The Safer Custody Peer Support Worker meets all receptions, as soon as practicable after their arrival, to give them information about Drake Hall and its regime: for many prisoners, coming from the closed environment of their previous gaol to the comparative 'freedom' (within strict bounds!) of Drake Hall is quite a culture shock and adapting can be a difficult few days. The role of the Peer Support worker has proved very beneficial in this process and feedback from her has enabled the Safer Custody team to make useful changes to policy and practice.

**(d)** During the year 140 ACCT documents were opened, compared to 163 in 2011-12; there were 182 incidents of self-harm (326 in 2011-12) involving 102 prisoners (99 in 2011-12).

**(e)** The year saw a significant increase in ASBOs issued for bullying, from 12 in 2011-12 to 43 in 2012-13. Whilst this partly reflects a change in the type of prisoner allocated to Drake Hall, it is also a result of a strong, "zero-tolerance", approach by staff towards bullying.

**(f)** There are 15 ACCT assessors. The quality of ACCT documents is continually monitored and this has resulted in a steady improvement in quality.

**(g)** Drake Hall is a Closed category prison and, as behoves this status, successfully manages some difficult prisoners. The Board is satisfied that the prison does this humanely, decently and well; this despite the fact that the open environment within its outer fence can sometimes make it difficult. For this the Governor and staff are to be congratulated but the Board wonders why the Prison service does not recognise the distinctive role that the Drake Hall environment can play in the resettlement process and reflect this in prisoner allocations.

## **5.7 Segregation**

**(a)** The open environment of Drake Hall means that a segregation unit is essential. Apart from the single Safer Custody Suite mentioned below, the 6 cells in the Care And Support Unit are the only place to house prisoners who must, temporarily, be removed from the normal regime, whether for their own safety or that of other prisoners.

With the more difficult prisoners Drake Hall is now holding, the Unit is occasionally full and sometimes a prisoner has to be held for more than a few days; as one of the oldest buildings in the prison, it is not the ideal environment. This was highlighted by HMCIP in their report after their inspection in March 2013. However, despite the difficulties which this can present, the Board is satisfied that the Care and Support Unit is run extremely efficiently, sometimes under great pressure. The care provided by the Staff is commendable.

**(b)** The Board is pleased that the long awaited Safer Custody Suite has been opened for the distressed and vulnerable prisoners in a separate building. Previously these prisoners were held in a gated cell in the CSU which was unsatisfactory for both staff and the prisoner involved.

**(c)** The Board is informed whenever a prisoner is segregated in the CSU. We visit the prisoner prior to her 72 hour review and a member attends these Reviews. We are pleased to report that there are no "long stayers" in the unit.

**(d)** The Board Duty Member regularly checks all the paperwork, daily log, and prisoner histories and these are signed as a record of our visit.

## **5.8 Residential Services**

**(a) Accommodation.** This continues in the main to be without problem; it is well maintained and there is a rolling programme of refurbishment in Association Rooms. The proposed addition of CCTV in the common corridor areas of the houses will assist staff in night state control issues.

**(b)** Regrettably, we must raise yet again the condition of the two wartime houses, Richmond and Plymouth. There is a programme of refurbishment of the shower areas planned for later in the year but in our view, even with this, these two houses are still well below acceptable standards. We have reluctantly accepted that there are no capital funds available for their replacement but believe that we must still draw attention to their condition.

**(c) Food.**

The quality of the food at Drake Hall continues to be of an excellent standard. This is confirmed by prisoners both verbally and in written feedback comments. It is to the credit of the Catering team that this has continued despite the reduction in the daily prisoner meal allowance which occurred earlier this year. The department produces a wide variety of meals to meet all dietary and religious needs and it is an indication of the quality and manner in which they do this that they received an award from the Vegan Society of Great Britain for the best Vegan Festive Recipe. The food is regularly monitored both by the Duty Governor on a daily basis and by the duty Board member when in the prison.

## **Section Six**

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

#### **6. Chaplaincy.**

The transition to the new incumbent Coordinating Chaplain has gone smoothly and the Chaplaincy continues to provide a full programme of religious activities and services to all sects and religions amongst the prisoner population. There have been several changes of chaplain within the various denominations, and the new incumbents have settled in well.

## **Section Seven**

### **Work of the IMB**

The Governor has continued the much appreciated practice of attending the Board's monthly meetings. This has allowed a frank and open exchange of views as well as allowing the Governor to respond to issues raised in the Minutes of the previous meeting.

The Board's good relationship with many staff at all levels, and in particular in the Care and Support Unit, has continued, thereby ensuring that issues are often resolved quickly at a local level.

#### **Board Statistics for the period November 2012 to October 31<sup>st</sup> 2013**

Recommended complement of Board members	12
No. of Board members at the start of the reporting period	8
No. of Board members at the end of reporting period	8
No. of new members joining within the reporting period	2
No. of members leaving within the reporting period	2
Total number of Board meetings during the reporting period	12
Total number of visits to the Establishment	261
Total number of segregation reviews held	45
Total number of segregation reviews attended	45

Over the year, the average attendance at Board meetings was 9

In addition, the Board attended 69 Prison meetings in an observer role. The meetings ranged over the whole annual programme of Management, Strategic, Departmental, and Prisoner Forum meetings.

The total number of Applications submitted to the Board this year was 52. Of the 9 Confidential Access, only three were a genuine Confidential matter. The remaining six were as a result of prisoners misunderstanding the application procedure. Given the greater population numbers this year, we believe that this still reflects the improved General Application process in the prison. Prisoners now have a better understanding of their entitlements (such as ROTLs and visits) as a result of the Prison now issuing simple, easy-to-understand, guides for prisoners.

Code	Subject	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	
							standard	Confidential access
A	Accommodation	3	2	5	0	1	0	
B	Adjudications	3	3	2	2	0	1	
C	Diversity related	1	1	2	2	0	4	
D	Education/employment/training	2	5	2	1	2	2	
E	Family/ visits	3	8	12	5	2	2	1
F	Food/ kitchen related	1	0	0	0	0	1	
G	Health related	3	5	9	1	7	6	2
H	Property	11	13	6	6	9	5	1
I	Sentence related (incl. ROTL)	15	10	24	14	14	19	2
J	Staff/ prisoner related	8	7	6	4	5	2	3
K	Transfers	5	8	4	6	2	0	
L	Miscellaneous	7	6	9	3	2	3	
	<b>Total</b>	<b>62</b>	<b>68</b>	<b>81</b>	<b>44</b>	<b>44</b>	<b>43</b>	<b>9</b>

# Glossary

ACCT	Assessment Care in Custody Teamwork
BOSS	Bodily Orifice Security Scanner
CARATS	Counselling, assessment, referral, advice & throughcare relating to drugs
CFM	Centre for Manufacturing
CSU	Care and Support Unit
DARS	Drug and Alcohol Recovery Service
DIRF	Diversity and Inequality Report Form
HDC	Home Detention Curfew
HMP	Her Majesty's Prison
HMIP	Her Majesty's Inspector of Prisons
IDTS	Integrated Drug Treatment Service
LOM	Layered Offender Management
MDT	Mandatory Drug Testing
MASH	Multi Agency Safer Health
OLASS	Offender Learning and Skills Sector
PCT	Primary Care Trust
P-NOMIS	Prison – National Offender Management Information System
R&C	Requests & Complaints
ROTL	Release on Temporary Licence
SIR	Security Information Report
UBRF	Unsocial Behaviour Report Form
YO	Young Offender
YOI	Young Offender Institution