



HMP/YOI NEW HALL

INDEPENDENT MONITORING BOARD ANNUAL REPORT

1st March 2012 - 29th February 2013

Section	Content	Page No.
1	Contents	1
2	Statutory Role of the IMB	2
3	Description of the Prison	3
4	Executive Summary	4
5	Areas that must be reported on	8
6	Other areas on which the Board has matters to raise	19
7	Work of the Board	22
8	Glossary of Prison Terms	25

1. The Prisons Act 1952 and the Immigration and Asylum Act 1999 require every Prison and Immigration Removal Centre (IRC) to be monitored by an independent Monitoring Board (IMB) appointed by the Secretary of State for Justice from members of the community in which the Prison or IRC is situated.

2. The Boards are specifically charged to:

a) 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

b) inform promptly the Secretary of State, or any official to whom he has delegated authority, any concern it has.

c) report annually to the Secretary of State on how well the Prison has met the standards and requirements placed upon it and what impact these have on those in custody.

Board Members have the right of access to every prisoner, every part of the prison and to prison records in order to enable them to carry out their duties effectively.

3.1 HMP/YOI New Hall is located in West Yorkshire, between Huddersfield and Wakefield and close to the M1 and M62 motorways. Originally a Military Camp, the site was acquired by the Prison Commissioners in 1933 and, after operating as an open prison within the male establishment, it was converted to its present role as a secure local female establishment in 1987.

3.2 The catchment area for New Hall includes Derbyshire, Leicestershire, Lincolnshire, Nottinghamshire and Yorkshire, although for sentenced young people, this area is extended to include all courts in the geographical region from mid-Lincolnshire across to South Wales and all of the North of England.

3.3 The prison holds both adult residents and young people less than 18 years old. Residents may be sentenced or on remand and New Hall can accommodate up to 446 female residents. There is the capacity for up to 40 life sentenced and ISPP residents as well as a number of foreign nationals. New Hall has accommodation for up to 9 mothers and their babies in a dedicated Mother and Baby Unit.

3.4 There are four main adult residential units: Oak, Willow, Larch and Poplar and the majority of the accommodation is single rooms. Apple Tree House is a dedicated first night centre whilst Larch House has semi-open conditions and holds low risk, mainly enhanced residents. Rivendell House has a dedicated unit for young people, whilst the remainder of that unit houses those on PREW.

3.5 Additionally, New Hall has two further units. Holly House is for Care and Assessment whilst Sycamore House deals with those residents who require Care and Separation.

4.1 The Board's last report covered the period March 2011 to February 2012 and was published in May 2012. A response from the Secretary of State was received in September 2012. Three issues were raised for the Minister's attention:

a) residents with mental health issues

b) the effect of budget cuts and

c) the number of women being transferred from their 'home prison close to their release date.

4.2 The Board thanks the Minister for his response to their last report and notes that, in respect of residents with mental health issues, the NHS Commissioning Board is not yet fully operational (due to be so from 1st April 2013). It is to be hoped that our next report will be able to reflect a more positive outcome for those residents for whom prison is not the appropriate placement.

PARTICULAR ISSUES REQUIRING A RESPONSE

4.3 The ongoing issue of people with mental health problems being imprisoned continues to be a concern for the Board. Whilst it is acknowledged that proposed changes are yet to be fully implemented, the housing of those with mental health problems within the custodial system places a considerable strain on uniformed staff who are in the front line, dealing with the complex problems and needs of this particular group of residents.

The Board requests that the Minister, together with the relevant Government Departments address this issue as a matter of some urgency in order that those with mental health needs are more appropriately placed.

4.4 The past 12 months have seen an increasing number of women moved from their home areas with the resulting concerns of not being able to have visits and problems on release. The increased numbers being transferred have been exacerbated by the Olympic Games in 2012 and the freeing up of spaces in the women's estate in the South to accommodate those who have been brought before the Courts and sentenced to imprisonment or placed on remand whilst awaiting trial. Whilst it is acknowledged that there were exceptional circumstances in 2012, the practice continues and causes considerable distress to those affected.

The Board asks the Minister again to bring this matter to the attention of the relevant people in order to resolve this problem.

OTHER AREAS OF CONCERN OR GOOD PRACTICE NOT REQUIRING A RESPONSE

Areas of Concern

4.5 One of the recurring areas of concern for this Board over the past 12 months has been the issue of property not being sent on transfer of residents to New Hall from other establishments or being lost. This issue has taken up a good deal of the Board's time and whilst we have achieved a measure of success in restoring property to the rightful owners, we have to question a system where the same problem recurs time and time again. For many of our residents, loss of their property (whether temporary or permanent) causes considerable distress and is, in our view, largely avoidable.

4.6 Relationships between staff and residents are generally good, although the Board does occasionally receive negative comments from residents regarding the lack of willingness of some staff to assist in sorting out issues which arise. This is reflected in some of the applications received by the Board, which could have been resolved by wing staff with the application of a little time and effort. That said, the Personal Officer scheme, at it's best, works well and is effective in resolving the majority of day to day issues raised by residents. The majority of staff take this role seriously and recognise that it is an integral part of the smooth running of the prison.

4.7 The refurbishment of the roof of Willow House has been deferred until the outcome of the review of the women's estate is known. Whilst this is an understandable decision, it leaves Willow House still requiring buckets and towels to be placed on the corridor floor when there is heavy rain. This cannot be considered satisfactory in a main corridor with heavy use by residents and staff alike.

4.8 The unavoidable efficiency savings have, in certain areas, had a detrimental effect on the well-being of New Hall's residents. Three of the main areas of concern are (1) the length of time that PIN numbers are taking to be allocated to new arrivals, (2) the unacceptable delay in sending out Visiting Orders and (3) the number of times that residents are being locked in early. It is important that residents maintain contact with their families. Being unable to telephone them due to not having their PINs activated and/or missing reception visits due to their VO's not arriving within the mandatory seven day period is not acceptable and causes considerable distress to the residents. The Officer Support Grades (OSG) are to be commended for the work they do in these areas, but lack of sufficient resources makes their task almost impossible. With regard to the matter of residents being locked up early, the Board recognises that operational issues may require early lock up but it appears to happen only too often.

Areas to be Commended

4.8 The number of applications received by the Board continues the downward trend highlighted in last years report, although the figure is only marginally less than previously (**see 7.1**).

4.9 Those residents who present with mental health problems have already been mentioned but the Board would wish to draw attention to the dedication, commitment and professionalism of all the staff who deal with these demanding and vulnerable residents.

4.10 The reduction in the budget for the provision of residents food (now less than £2.00 per person per day) has provided significant challenges for the kitchen manager and his staff. However, food is generally of a reasonable/good quality and remains plentiful. The provision of food attracted just two complaints to the Board during this reporting period, both of which related to special diets. Food produced for the staff canteen is invariably good although some disquiet has been voiced concerning the recent increases in prices. It is the opinion of this Board that staff catering represents good value for money. The Board commends the kitchen staff for producing a wide variety of dishes daily and for catering for the diverse needs and requirements of the prison population.

Diversity

5.1 New Hall has a high profile Equality Team led by the Governing Governor. It's structure and meetings demonstrate to staff and residents alike that New Hall is committed to equality, which is embedded in everything that is done. Systems are in place which are transparent and the opportunity to raise issues is welcomed. The prison is able to demonstrate that it is carrying out it's legal duty in relation to diversity and equality.

Meetings are held quarterly and are attended by both staff and diversity resident representatives. The IMB is invited to attend and does so. Meetings are both purposeful and lively where all contributions are listened to, valued and respected. It is a forum where new ideas/responsibilities can be thoroughly and robustly discussed.

Several areas of work over the last year require special mention. There has been an increased awareness regarding transgender issues. Two excellent Equality Transgender Workshops were held at HMP Askham Grange, which were attended by prison staff and police from all over the country. New Hall deserves special recognition for it's work in balancing and managing the complex needs of transexual and transgender offenders and the robust risk assessment and management undertaken.

Work has been done to enhance the role of Diversity Resident Representatives and to give them more responsibility. They are seen as integral members of the Team.

Emphasis is currently being placed on updating and developing new bright visual notice boards and the presentation of information in a clear, simple and eye catching manner.

The Diversity Resident Representatives will have a role to play in keeping information boards up to date and liaising with a variety of people to achieve this.

The achievement of a 'Green' score on the Equality Audit and being able to evidence work is to be highly applauded. Staff are rightly proud of this achievement which, although it is a Team effort, has benefited enormously from the knowledge and commitment of the Equality Co-ordinator. She is highly regarded by both staff and residents and has a high profile within the prison. She, in turn, feels fully supported by her managers. This support is crucial in this sensitive area of work.

Another commendable achievement is the marking of New Hall on decency issues, which has risen from a 2 to a 3 (4 being the highest that can be achieved).

The role of the Equality Co-ordinator will change over the next 12 months. She currently works across the 2 sites that make up the cluster (HMP/YOI New Hall and HMP Askham Grange) but the future will see her concentrate more on work at New Hall. She will have a greater role as a consultant/advisor and will encourage staff and management to take on more responsibility and active management. Over the next 12 months, raising awareness in relation to learning disability, autism and human trafficking is planned and the co-ordinator has already sent out information to staff regarding training on the latter which is on-going and backed by the Home Office.

This last year has seen significant progress in the Diversity Equality agenda. There is a constant striving to improve, to develop new ideas on a shared basis and to deliver a service where “equality is embedded in everything we do”. The Board highly commends the Governor and her Team in this respect.

Safer Custody

General Overview

5.2 The Safer Custody Group is responsible for violence reduction and also the prevention of suicide and self-harm. With the introduction of PSI 164/11 in April 2012 the main structure of the meetings changed with the three main pathways being referred to as Risk to Staff, Risk to Self and Risk to Others and Harm from Others.

The implementation of the PSI resulted in much work for the Safer Custody Manager and his team as certain policies had to be reviewed including:

- 1) Management of self-harm suicide prevention
- 2) Management of Violence
- 3) Cut down tool protocol 2012
- 4) Safer cells protocol 2012
- 5) Constant supervision protocol
- 6) Alternative clothing protocol 2012
- 7) Complex behaviour protocol 2012
- 8) CSRA (Cell share risk assessment) protocol October 2012
- 9) Vulnerability strategy 2012

All these were reviewed prior to the audit in December 2012.

Meetings are presently held monthly, are chaired by the Head of Safer Custody and attended by a wide range of disciplines. These include uniformed staff from all the residential areas (including Rivendell and Sycamore House) as well as representatives from Holly House, Chaplaincy, Resettlement, Psychology, CARATS, Education, Works, Workshops and Catering.

Listeners and PID workers attend for part of the meetings as well as a representative from the Samaritans and an IMB member.

Areas to be commended

5.3 Each month, a 'Safer Custody Departmental Report' is produced relating to both violence reduction and suicide/self-harm. This report is a very thorough and well produced document which generates much discussion and is often the catalyst for further action by the group.

Unfortunately there was a problem with the gathering of self-harm statistics for the Safer Custody Departmental Report during the reporting period and therefore the figures provided are not an entirely accurate reflection for the complete 12 month period 2012-2013. The Board is assured that the problem has been resolved and figures for the period 2013-2014 should be complete.

The elimination of bullying and violence reduction continues to be a top priority with zero tolerance being the only accepted ethos and both victims and alleged perpetrators are managed professionally and sensitively.

The Board is pleased to report that the number of Listeners has been fairly constant at around twelve. This has meant that the twenty four hour Listener coverage has now been enabled. This is the first time that this has happened at New Hall and is a very positive and welcome initiative and the Listeners are to be commended on the work they carry out.

The Board is also pleased to report that the vacancy for the Police Liaison Officer, as mentioned in last year's report, has now been filled.

Areas of Concern

5.4 Self-harm continues to be an issue in New Hall. Staff are encouraged, by developing confidence and skills, to make appropriate assessments in opening, maintaining and closing ACCT documents. It is stressed however that if there is any doubt, an ACCT document should be opened.

Generally, the monthly meetings have been poorly attended through no fault of the Safer Custody Governor nor his administration staff who keep all expected attendees well informed as to the date and time of meetings. This can lead to many of the issues raised being held over for future meetings.

Statistics

5.5

	2012/13	2011/12	2010/11	2009/10	2008/09
Self-harm incidents	328*	546	900	817	1060
Residents involved	184*	302	364	360	474

* The figures for 2012/13 are for a period of 10 months rather than 12 months due to a problem in the information gathering process.

Deaths in Custody

5.6 Following changes to the criteria for reporting deaths in custody, there were no deaths in custody recorded during this reporting period, although it is noted that 2 residents died shortly after being released from custody.

Healthcare

Primary and Integrated Drug Services

5.7 The care for the above continues to be met by Spectrum Community Health CIC (trading name of Spectrum Community Health).

GP surgeries are held twice a day on weekdays with an evening provision for new receptions each weekday. There is a GP service on Saturday mornings and an afternoon service for any new receptions.

Appointments are usually available within two days of an application being made by a resident (as per community) whilst urgent medical problems would be facilitated straight away.

Clinics provided at New Hall

5.8 Residents have access to the GP, Nursing staff, Optician, Dentist and Midwifery services. Amongst the clinics provided are those for asthma, diabetes, contraceptive and sexual health, well being, smoking cessation, podiatry, detox, health promotion and recovery clinics.

Dental clinics are held four times a week, Mondays to Thursdays.

Two trained nurses and one health care support worker are on duty at night and are based in the primary care unit, the first night centre and the juvenile unit.

A high level of professional care is given from a supportive primary care team. They have a vast mix of experience, skills and knowledge and continue to provide a satisfactory service to the residents of New Hall.

Regular meetings take place between management and staff and levels of staffing are appropriate. An alcohol service Band 4 nurse is currently being recruited.

Mental Health Services within New Hall

5.9 The integrated Mental Health service at New Hall continues to be provided by the Offender Health Division of Nottinghamshire Healthcare NHS Trust, who currently provide four psychiatric sessions per week. Referral is dependant on individual need as determined through a 'stepped care model' and some residents are managed via the GP service, aligning service provision to the community model.

Those individuals with complex needs who require psychiatric input and who may be unsettled by their coming into prison, can be seen within the first week of referral if admitted to the healthcare wing (Holly House) after reception. However, some residents may have to be placed on the psychiatric waiting list before being seen.

The commissioned service does not provide 24 hour mental health nursing provision. Core business hours during the week are 0830hrs – 1900hrs including Bank Holidays. There is no mental health cover on site at the weekends although the team do provide an over the phone on-call service out of hours.

The small team of primary and secondary mental health nurses have been proactive in identifying and transferring residents who require hospital treatment to the appropriate settings and have actively engaged in the ACCT process, maintaining the safety of residents at risk.

Staff continue to work at improving the care planning process, delivering a proactive service as well as establishing CPA framework based on National Standards. A dedicated IAPT service has now been established, providing both high and low intensity cognitive behavioural therapy (CBT) interventions.

Once again, in common with many other prisons, New Hall continues to have many residents with significant mental health problems who would be better suited in secure hospital settings rather than in prison. It would seem that there is no impetus to finding a solution to this continued concern from the powers that be.

Care and Separation Unit (Sycamore House) General Overview

5.10 Sycamore House makes up one half of the Care in Custody Integrated Services (CCIS) model (the other half being the Care and Assessment unit Holly House). The CCIS is managed by one Governor with two Senior Officers and dedicated staff.

Sycamore House accommodates those who are placed there for their own protection as well as those on Good Order or Discipline (GOOD) or Cellular Confinement (CC). There is an association room, an adjudications room, showers and two outside exercise yards.

Staff ensure that the Board is notified of any resident's move to the unit in a timely manner and all are seen by the IMB within the 72 hours stipulated. Board members visit Sycamore House in the course of their rota visits at least once a week, although it is generally more often than that. Board members are able to see and speak freely to all residents and attend the weekly PSO 1700 reviews and Governor's adjudications.

Management of Sycamore House

5.11 Staff manage residents, some of whom present with very challenging behaviour, so that whatever the reason for them being placed on Sycamore House, they may be returned to normal location as soon as it is practicable and safe to do so.

Because of the fluctuating numbers of residents located on Sycamore House and the varying nature of the management required (e.g.: residents subject to '3 unlock'), staffing levels occasionally make it difficult to carry out necessary activities.

However, during the Board's monitoring this year, there has been no suggestion that any resident has been treated either inappropriately or been denied any of their statutory rights.

The dual role of Sycamore House as both a segregation unit and a care unit could make it difficult to manage as staff try to fulfil these differing roles. Any resident's on an ACCT are moved off the unit as soon as possible and additional authorisation is required to ensure that any longer period they spend on the unit is because of genuine need.

The Board highly commends the CCIS Governor and staff for their professionalism and care under what are often quite difficult circumstances.

Learning and Skills

5.12 The Education Department is managed by Manchester College and the budget has previously been based on 'delivery hours'. The advent of OLASS4 means that the department is now paid by 'learner achievement' and the Skills Funding Agency view the provision of training and education as that of a college facility, with little or no regard to the particular difficulties presented by the regime in prison.

Residents may be unable to attend classes due to a number of reasons peculiar to their setting. Staffing issues, regime changes, visits, court appearances, medical appointments, programmes and reviews may all affect the attendance levels. In a single month during this report period, over 800 learner hours were lost due to these factors.

All residents are assessed for literacy and numeracy levels at induction. Those below Entry Level 3 are worked with in an attempt to get them to EL3 before they can be given work or placed on education. Those who cannot attain EL3 are given work that does not involve numeracy or literacy.

At the other end of the scale, those capable and wishing to do Open University/Distance Learning courses are not provided for within the budget. Funding for such courses is largely dependant on charitable donations and work is generally done 'in cell'.

For those serving lengthy sentences, vocational training is not available until 2 years prior to release, although Maths, English and IT classes are available.

The juveniles on Rivendell House have their own facilities for education as do those residents on Holly House. Residents who have been placed on Sycamore House (Care and Separation) may join with those on Holly House for education.

New Hall currently employs 6 full time and 29 part time teaching staff. The last OfSTED inspection (2012) rated the teaching as 'good' with some areas being classified as 'excellent'.

Workshops

5.13 The two sewing shops, the assembly shop and the Max Speilman Academy continue to provide work and training for residents.

Other Areas

5.14 *Kitchens:* continues to provide training for NVQ levels 1 and 2 in catering.

Gymnasium: in addition to providing a facility for residents to enjoy sporting activities, there are opportunities for them to gain accreditation in related subjects such as Sports Leaders Awards.

6 OTHER AREAS ON WHICH THE BOARD HAS MATTERS TO REPORT

Accommodation General Improvements

6.1 Residents on Holly House were left without washing machine facilities for several months, causing considerable inconvenience, particularly for one resident who suffered from incontinence. A lack of communication appears to be the main factor for the new machine not being plumbed in, but the matter is now resolved.

Inductions

6.2 New Hall continues to provide a comprehensive Induction Programme for all new residents and members of the IMB have input on most of these programmes. During this review period IMB members have given 110 presentations on the role of the IMB and have found that most new residents appreciate their input. However, the increase in the numbers of residents for whom English is not a first language (or in some cases, not even a second language) causes significant problems when trying to impart essential information. To this end, information packs covering the salient points of the induction programme are now printed in 16 languages. It is noted that these packs are not always available prior to the induction programme which can only be a hindrance for those who have little or no English.

Staff frequently have to rely on those who have some understanding of what they are being told to communicate with their own nationalities and, whilst the IMB feel that this is not entirely satisfactory, it acknowledges the difficulties of the situation.

Currently running 4 x per week, it is proposed that the induction programme will be reduced to 2 x per week in April 2013. This may have a significant impact on the time taken to complete inductions and get residents into work and earning a wage.

Offender Management

6.3 The Offender Management Unit continues to be highly successful in their primary functions of preparing residents for release back into the community and helping them reduce their risk of re-offending. Working from one building, the team of probation officers, discipline staff and case administrators aim to complete a custody screening of all residents within 5 days of their arrival at New Hall. For this they are to be commended .

This year, the London Olympics brought additional problems and an increased workload to the team. Prior to the Olympics, some prisoners were moved from prisons in the South to those in the North in order to free up spaces in anticipation of problems arising during the Olympics. 60 residents were moved to New Hall, 20 in one week alone. Only 7 of these have been returned to the South since the Olympics concluded. This creates problems of mothers being away from families, visits and no local connections when it comes to the release of residents. This problem has been exacerbated by the abandonment of the 'allocation meetings' which were run by the Women's Team from headquarters. These meetings were useful in the movement and progress of residents

The Board asks the Minister to ensure that women are located as near as possible to their families in the future.

The OMU team has been pro-active in promoting itself throughout the prison. It held an Open Day, when prison staff could drop in and learn more about the work it undertakes. A Resettlement Fair was held during the reporting period and members of the OMU participated in an event focussing on self harm issues which was organised by the Mental Health Team.

Chaplaincy

6.4 All residents, of whatever faith, have access to the Chaplaincy, who offer support, counselling and guidance to both residents and staff alike. Residents on Holly House, Sycamore House and Apple Tree House are visited daily by the duty chaplain. The work undertaken by the chaplaincy team is pivotal to the spiritual well-being of the residents and staff at New Hall and the team is to be commended on the work they do.

7 THE WORK OF THE INDEPENDENT MONITORING BOARD

BOARD STATISTICS

7.1

	2012/13	2011/12
Recommended Complement of Board Members	15	15
Number of Board members at the start of the reporting period	9	8
Number of Board members at the end of the reporting period	10	10
Number of new members joining within the reporting period	2	7
Number of members leaving within the reporting period	1	5
Number of rota visits carried out	137	154
Number of other visits carried out	349	285
Total number of applications received	147	159
Total number of weekly segregation reviews held	52	52
Total number of weekly segregation reviews attended	52	51

7.2 APPLICATIONS

Code	Subject	2012/ 13	2011/ 12	2010/ 11	2009/ 10	2008/ 09
A	Accommodation	12	15	7	6	7
B	Adjudications	2	6	10	8	2
C	Diversity	1	1	1	3	3
D	Education /Employment	6	3	2	2	12
E	Family/Visits	3	12	11	13	18
F	Food/Kitchen	2	5	6	5	6
G	Health	10	13	15	15	12
H	Property	25	10	25	25	39
J	Staff/Resident Relations	14	12	12	10	11
K	Transfers	0	11	9	14	5
L	Miscellaneous	72	43	55	52	39
	Total number of applications	147	159	200	193	181

NOTES

- Complaints regarding property have risen significantly in this reporting year and many have arisen as a consequence of transfers in from other prisons with property not always arriving at the same time as residents.

- The total number of applications to the IMB has fallen for the second year and this is due in part to the work of Personal Officers and the input of IMB members at Induction.

7.3 Other duties carried out

During this reporting year members have undertaken to attend a variety of meetings, including residents inductions, IEP reviews, diversity meetings, segregation reviews and safer prisons meetings.

The Chair has attended regular meetings with the Governor and has also attended the IMB Area Chairs' meetings.

Although we have a newly elected Chair, Vice-Chair and BDO, they have not yet attended the courses relevant to their new roles. It is hoped that this matter will be rectified in the near future.

At the end of 2012, the Board advertised for new members and a significant number of expressions of interest were received although not all of these resulted in formal applications being made. Interviews were held in January 2013 and the Board is hopeful that 5 new members may be appointed. It is anticipated that this Board will lose 3 long standing and very experienced members at the end of 2013 due to the 10 year rule.

7.4 Board Support

The Board has again been most fortunate in the administrative support that we receive from our IMB Clerk and her colleagues in Corporate Services who stand in as and when necessary. We would like to express our sincere thanks to all who have supported the Board in their duties over the past year.

ACCT	Assessment, Care in Custody, Teamwork
BDO	Board Development Officer
CARATS	Counselling, Assessment, Referral, Advice and Through care
CC	Cellular Confinement
CCIS	Care in Custody Integrated Services
GOOD	Good Order Or Discipline
IEP	Incentives and Earned Privileges
IRC	Immigration Removal Centre
NVQ	National Vocational Qualification
PID	Prisoner Information Desk
PREW	Project Recovery Empowering Women
PSI	Prison Service Instruction
PSO	Prison Service Order
SMT	Senior Management Team
VO's	Visiting Orders
OSG	Operational Support Grades