

ANNUAL REPORT

of the

INDEPENDENT MONITORING BOARD

of

HMP/YOI WARREN HILL

1 June 2013 – 16 January 2014

Section 1

STATUTORY ROLE OF THE IMB

The Prisons 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 for 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 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.

Members of the Board are unpaid but may claim travelling expenses.

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Section 3

DESCRIPTION OF THE PRISON

HMP/YOI Warren Hill was a young offender institution providing accommodation for a maximum of 192 sentenced and remanded juvenile boys. At the start of the reporting year, June 2013, the roll was 107. The announcement to re-role the prison was made on 4 September 2013 and the transfer of boys was completed on 16 January 2014. Welcome & Waveney units closed in October 2013 and Alde unit closed on the 18 November 2013.

Accommodation

The accommodation is split into six units. Waveney and Welcome were completed in 2012. Waveney accommodated long stay boys and Welcome housed the boys during their first week when they were on the induction course. The other four units are 1980s purpose-built buildings.

Healthcare

With the winding down of the PCT, direct responsibility for offender health was taken over by the NHS National Commissioning Board in April 2013. These services include providing the GP service and services for offender health and mental health. The NHS oversees the provision of all these services to Warren Hill and other Suffolk prisons through meetings of the Prison Health Partnership Board which meets quarterly. Care UK provides the nursing service.

The dental service continues to be provided by the Weymouth Dental Service.

Education

Education and training is provided by A4e.

Other Agencies

Other agencies working in the prison include Barnardo's, the Lucy Faithfull Foundation, Aldeburgh Productions, Catch 22, Ipswich and Suffolk Council for Racial Equality (ISCRE) and the Prince's Trust.

Throughout the reporting year the Governor of the Prison was Bev Bevan who was permanently appointed to the post in February 2011.

Section 4

EXECUTIVE SUMMARY

The board considered Warren Hill to be a very well-run and improving prison at the time its re-role was announced, in spite of the continuing economic constraints. The board was concerned about the loss and dispersal of the accumulated skills developed in a juvenile prison, but was encouraged that at least some of the expertise would have a future following the re-role of the prison to include a Therapeutic Community and a Psychologically Informed Planned Environment (PIPE).

The board was very impressed by the sensitive way in which the staff dealt with the boys during their transfer to other prisons and their dedication to keeping the prison running smoothly during this very unsettling process. The boys were kept well informed regarding the arrangements being made for their transfer to other prisons. The commitment shown by a strongly led Senior Management Team to the stability and safety of the establishment, boys and staff meant that the transition was particularly well managed.

A continued increase in the number of fights and assaults on boys and staff and the consequent use of force was noted. This was a worrying trend despite the proactive efforts made by the prison to prevent them. A number of these incidents resulted in people requiring hospital treatment. The challenging behaviour of a large proportion of the boys, many with gang affiliations and other problems, and many with significant mental health issues, made Warren Hill a very demanding prison to manage safely and the board commends the staff for their thorough approach.

4.1 Policy Matters on which a reply from the Minister is sought:

4.1.1 As mentioned in previous reports a major concern is that juvenile prisons continue to face additional challenges dealing with some very difficult boys, many of whom have gang loyalties and significant mental health issues. These boys are now concentrated in a smaller number of juvenile prisons. In Warren Hill the small overall roll meant that staff ratios were high and this helped their relationships with boys to be good. However there continued to be a significant level of violent and challenging behaviour by the boys imprisoned; fighting and other gang issues were ongoing problems.

4.1.2 The Ministry of Justice's announcement regarding the re-role was badly handled. Its closure as a juvenile facility was announced without it being made clear for several weeks what role Warren Hill would serve in the adult estate. The period of uncertainty and consequent anxiety for staff regarding their future was in our view unnecessarily prolonged. This was not a good way to treat both prison and contracted staff who had worked hard in challenging circumstances to develop the prison.

4.2 Operational Matters on which a response is sought from the Prison Service and Youth Justice Board:

4.2.1 Segregation (Butley). There were continued long delays moving boys on to other prisons.

4.2.2 Healthcare and Mental Health. Staff shortages in Healthcare and Mental Health continued to affect the working of the prison.

4.3 Previous year's concerns:

4.3.1 Library. *Reduced funding of the library meant that it was only open for three and a half days per week.*

Latterly this situation did improve after the re-role announcement, with the help of an instructor whose course had been reduced to morning only and so was able to assist the librarian.

4.3.2 Reception. *Late arrivals of boys from court.*

Late arrivals continued.

4.3.3 Butley. *Conditions in Butley and continuing problems moving boys to other establishments.*

Efforts were made to improve the experience for boys in the Butley segregation unit with new tuition rooms being created and a better range of interventions. Moving boys to other establishments continued to be problematic with frequent long delays prolonging the time individuals spent in segregation.

4.3.4 Substance misuse. *Lack of communications between the YOT service and community substance workers meant that resettlement work did not always take place.*

There was no improvement.

4.3.5 Healthcare and Mental Health. *Staff shortages in Healthcare and Mental Health.*

Staff shortages continued.

4.3.6 Healthcare. *The decline of health education.*

This did not improve.

4.3.7 Visits. *Maximising the value of family visits and family liaison work.*

Visits were well managed this year.

Section 5

AREAS THAT MUST BE REPORTED ON

5.1 Equality and Inclusion

There continued to be a thorough and rigorous approach to providing fairness in all aspects of equality in Warren Hill, whose population consisted of over 60% BME boys. Trouble in the last six months was caused more frequently by gang issues and to perceive an incident as having an ethnic component was very rare.

The Discrimination by Diversity intervention continued to be delivered by the Ipswich Suffolk Campaign for Racial Equality (ISCRE). Approximately 8 boys completed this intervention which was delivered in modular form over four weeks.

Equalities Action Team meetings continued to be well attended. However once the decant started it was difficult to recruit and replace boys as representatives at these meetings and at the last meeting there were only two boys out of a possible five representing their unit.

5.2 Education, Learning and Skills

Education continued to be delivered by A4e. A transition plan was initiated subsequent to the re-role announcement and this included a stability plan whereby Gipping residential unit became an emotional/behavioural issues unit. This arrangement worked well. Each of the boys in this group was allocated 15 hours per week, the nine boys working on their aims with a higher ratio of staff. Every boy completed his individual learning plan. Everyone on the unit associated as a group and lessons were in groups so feedback and assessment benefitted the boys.

All curriculum activities continued. As the number of boys fell, staff were redeployed for one-to-one work on the units. Both technical and academic staff enjoyed this engagement with the boys. Some boys with medium risk assessments were reassessed by Security in order for them to attend some technical skills classes, especially in cookery.

The family day in December was supported by Education; the cookery classes provided both the lunch and the boys for serving and clearing up.

Education staff worked hard during this period seeking to ensure that no boys were disadvantaged as far as their education and progress was concerned.

Staff ratios for education and workshops were good, but boys were often not present in education for a variety of reasons, including delays awaiting risk assessments.

The GCSE results were particularly good this year. Their achievements are useful results for the boys to be taking with them from their time in custody.

5.2.1 Library

There was minimal improvement in the library staffing since the last report. The librarian continued to provide the best service possible for the 29 hours he was on site and was very positive and encouraging in his interaction with the boys. There was still no official cover for sick leave or holidays. However, due to the re-role of the establishment a larger area is being identified for the library and equipment and books have been received from Blundeston.

During the reporting period the Story Book Dads scheme stopped due to lack of funding. The librarian was unable to continue to visit Butley and was less able to track boys on the units who were not using the library.

5.3 Healthcare and Mental Health

The reorganisation of the National Health Service during the year continued to impact upon the arrangements for healthcare in the prison. From September 2011 a private contractor, Care UK, has provided the nursing service with the NHS providing the GP service and services for sexual health and mental health. With the winding down of the PCT, direct responsibility for offender health was taken over by the NHS National Commissioning Board from April 2013. The NHS has continued to oversee the provision of all these services to Warren Hill and other Suffolk prisons through meetings of the Prison Health Partnership Board which now meets quarterly with a fuller attendance and a more substantial agenda.

As noted in last year's IMB Annual Report the new providers of the healthcare service made a significant reduction in the number of nursing staff. The number of general nurses was reduced from eight to five with staff continuing to provide cover for the nearby adult prison at Hollesley Bay from 5pm overnight to 7pm for 365 days a year. Mental health staffing was reduced from five to three. Early on in the reporting year the mental health service underwent reorganisation with an extensive redeployment of personnel. On a routine basis, and given the small number of boys there were in the prison in recent months, staff were able to cope, but there ongoing problems over cover (in both healthcare and mental health) when individual staff scheduled for duty have had to be absent. Individual staff felt under stress and at times important meetings (such as disciplinary adjudications) had to be postponed because medical staff were not available to carry out the appropriate assessments. The nature of the demand when the prison's re-role for adults has been carried out will change and the provider is carrying out a fresh needs assessment.

The dental provision was particularly important as many boys had rarely, if ever, seen a dentist before. The dental service continued to be provided by Weymouth Dentists. The service which was having problems a year or two ago, maintained its improvement and boys attended well.

Boys of this age are not often ill. Much of the work of staff involved dealing with injuries and carrying out the safeguarding checks involved for juveniles in custody. Many of the boys did not have a good understanding of health and hygiene. We noted in last year's report that health education, previously a good feature of the department, had declined. Steps were eventually being taken to remedy this at the time the prison's re-role was announced.

The IMB continued to be concerned about the many boys in Warren Hill with significant mental health needs. There was a reduction in the number of boys covered by the ACCT procedure to deal with their risk of self-harm. The prison continued to be more successful in providing more often for such boys on the main wings. It remained a matter for particular concern when vulnerable boys

who, whether or not they had themselves behaved badly, were further unsettled by being placed near or alongside others who were being punished.

The continuing pace of reorganisation and the pressures this causes remained a matter of concern as well as the adequacy of the human resources should the prison roll substantially increase. In the event the MOJ decided to re-role the prison and healthcare will be reshaped to meet the needs of the new population.

Problems continued regarding the escorting of boys to a variety of healthcare appointments including those with external professionals. Inevitably this led to longer waiting lists.

Overall healthcare in the prison remained good up to the end of the reporting period with the staff respected by the boys.

5.4 Resettlement

The progress of the boys was closely monitored and many initiatives and accredited interventions were successfully in place. The number of boys started to fall in October with the commencement of a well-managed decant and the boys were always made fully aware of their future. The last JETS course was in mid-October but the interventions team continued to deliver non-accredited interventions including victim awareness, emotion management, weapons-awareness and promoting positive behaviour. ROTLs finally stopped at the end of November.

5.5 Safer Custody

Warren Hill knew its young people well. Weekly health and well-being meetings were an opportunity to share concerns with a range of agencies operating within the prison. Specific attention was given to those on ACCTs, who continued to be well supported by staff. Discussions took place to highlight the concerns about these boys and to ensure a consistent approach across the prison when dealing with them. ACCT files continued to be regularly checked by IMB members.

Monthly safeguarding meetings investigated and discussed a wider range of issues associated with the well-being of boys. These meetings began with boys' representatives sharing the concerns of themselves and of other boys from the units.

Violence and anti-social behaviour continued until the decant was completed. Gang issues continued to play a part which made it difficult to locate some boys. The IMB was impressed with the use of available intelligence to identify the boys who needed to be kept apart.

Bullying. The IMB was still concerned about food distribution at meal times. The accumulation in some cells of large quantities of toiletries and food items (frequently a sign of bullying) was not such an issue as previously reported because staff checked up on individual canteen sheets.

The Building Bridges programme which aims to mend and develop relationships between boys and their families, was received positively but it did rely on parents turning up and engaging.

The IMB considers that the boys at Warren Hill were well cared for and, as a consequence, they did feel safe.

5.6 Segregation, Care and Separation, Close Supervision

The Warren Hill segregation unit is called Butley Unit. As noted in the 2012/13 Annual Report, the IMB had two reservations about Butley: a) that it was not well suited for purpose; b) that the number of boys being segregated there, proportional to total roll, had been consistently too high. These concerns remained in the current reporting period June 2013 - January 2014.

a) Suitability. Structural remodelling to Butley's reception and office areas was completed during the reporting period, the aim being to provide two "classrooms" in order that segregated boys could better receive on-site education. A worthy objective, however the resultant classrooms are very small with barely space for one small table and two chairs each, they are also sandwiched between the admin office, a busy corridor and the servery, and being glass-walled thus function poorly as quiet learning areas. Finally they were created at the expense of Butley's administrative office which formerly occupied this space. It had ample room for officers to work, good access to records and paperwork for visitors, and good views towards both corridors of the unit thus enhancing security. The office is now housed in a small side room barely big enough for two people. The segregation cells themselves received ongoing cosmetic refurbishment during the period, but remain outmoded and rudimentary by hoped-for standards, and especially so compared to the cells on the new Waveney/Welcome unit. A dark and dismal exercise yard with no exercise facilities was divided in half, so more than one segregated prisoner could be exercised at once. The result is two smaller dark and dismal yards with no exercise facilities.

b) Numbers. The numbers of boys being segregated during the reporting period remained stubbornly high - typically at around 10% of total roll, although this ratio fell slightly during the summer months before the re-role announcement. After September the situation steadily deteriorated such that during November and December 2013 for example, with the total roll falling to just 50-60, there were still regularly 10-12 boys in segregation.

It must be emphasised that the staff and governors were equally concerned at this situation which was not necessarily unique to Warren Hill, but symptomatic of an unsatisfactory state of affairs across the juvenile estate, aggravated by the closure/decant announcements. The IMB raised the issue repeatedly in rota reports and in meetings/reviews/adjudications with the Governor(s), SMT and Butley Unit manager. From these meetings it was ascertained that the main reasons for the high numbers were: 1) A hard core of persistent troublemakers (many with gang-related issues) who repeatedly caused problems on the residential units (and had done in other establishments); 2) A small number of boys (3-4) segregated for their own protection - not necessarily because they were victimised, but often because they made enemies of other boys on the residential units; 3) A rise in disruptive behaviour across the whole juvenile estate - particularly post September 2013; 4) A decline (because of closures) in the number of options available to transfer boys out to other establishments; 5) A marked reluctance of the YJB (post September 2013) to transfer known troublemakers to other establishments.

The IMB considers that despite the high number of disruptive boys, they were cared for effectively and professionally.

5.7 Residential

All the residential units were in use and the rooms were single occupancy. Waveney and Welcome are light, airy and well ventilated and the older units compare unfavourably. However all the units were generally maintained in a clean and tidy condition and graffiti was scrubbed off when found.

Interaction between the unit staff and the boys was good and the personal mentoring scheme worked well.

The minor reports system worked well with each wing holding their own hearings. The IMB continued to have problems monitoring these as they were conducted with little or no notice. The system does mean that minor offences are dealt with immediately.

5.7.1 Catering

All meals were prepared in Hollesley Bay prison and transported up to Warren Hill. The kitchen provided a varied set of menus which were changed quarterly and provision was made for halal and vegetarian food. However many food items had to be taken off the menu in order to keep within the budget. The boys appreciated and enjoyed the food produced for all the religious festivals.

The kitchens strove to achieve a balanced diet for the boys but this was not always appreciated by the boys who often rejected vegetables and salad. The caterers took note of all the comments in the unit food books and at the monthly catering forum and did their best to accommodate the suggestions made on their very limited budget.

The catering budget continued to be very tight which impacted on the quality and quantity of food offered and the IMB received many complaints about the food.

Portion control, which was generally undertaken by trusted boys with staff supervision, continued to be problematic.

Section 6

OTHER AREAS OF THE PRISON

6.1 Reception

Warren Hill reception provided a very positive welcome to boys. Having completed the administrative process they were settled into the Welcome unit as speedily as possible. It served new arrivals, those leaving and those undertaking ROTL's as well. The Board is of the opinion that once boys arrived at Warren Hill they were dealt with efficiently and speedily.

The Board remained extremely concerned at the continued number of late arrivals to Warren Hill. The reasons for this, well documented in previous reports and by HMIP during their recent visit, were nearly always outside the control of Warren Hill. The Board wishes to reiterate its concern that boys should not be delayed by the court process, administrative delays, by delays in passing instructions to transport contractors or by the planning of journeys to fit in with adult estate regimes.

Some boys continued to spend very long times in court cells waiting for transfers back to Warren Hill.

6.2 Health & Safety

Monitoring of incidents, accidents, slips, trips and falls continued to be rigorous and thorough. Greater responsibility was being devolved to custodial managers to ensure the health, safety and well-being of the boys. Accidents among the boys remained rare although as the reporting year progressed there was a tendency for more incidents, involving minor injuries to the boys, to happen during education. Overall more civilian staff than prison staff were injured by the boys. Among staff most injuries occurred to adults intervening to de-escalate, restrain or stop boys getting injured in fights and altercations.

The state of the lavatories and showers, particularly in the social and education units, continued to be a concern to the Board with members frequently highlighting the smell of the toilet in the education block and the amount of clothing being left in the shower block in the activity centre (JAC).

6.3 Visits

The visits centre is well equipped and furnished. Visitors were processed on time during this reporting year which resulted in boys being able to spend more time with their families. A free taxi service from Ipswich station was provided. Occasionally taxis were provided but not used as families used other methods of transport without informing the prison.

The vending machines were restocked regularly and were in good working order.

6.3.1 Family Days

There were 2 family days during the reporting year. Events were organised by family services staff who facilitated a good range of activities. Family days were well attended and feedback from the boys and their families was very positive. A buffet lunch was always provided and normally cooked by the cookery class.

6.4 Security

Gang related issues and incidents continued to be the main security problem. Over 35 gangs were identified at Warren Hill at one time or another and an increasing amount of time was taken up with allocating boys to units, education and workshops to minimise conflict situations. There was input from the Home Office sub-group "Ending Gangs and Youth Violence" (EGYV) and new initiatives were constantly being set up. Although no incidents deemed "serious" occurred since the last report the number of fights, assaults by a group on one person and assaults on staff increased resulting in an escalation in use of force and restricted personal intervention.

Monthly meetings continued to be well attended as were the weekly Stability Meetings led by the Deputy Governor. During the latter half of 2013 all risks were classified as low although with dwindling numbers and the closure of units it was still difficult to manage gang related issues.

6.5 Substance Misuse

Since the last report the substance misuse service has been run by the prison. The new provider, Open Road, was about to deliver the service when the re-role was announced, so that contract was declared void.

The service continued without detriment to the boys and all the usual courses ran.

Communication between YOT workers and community substance misuse agencies was an on-going problem for the department. This meant that resettlement work was not always in place when boys were released.

6.6 Chaplaincy

The chaplaincy is shared with Hollesley Bay and there were concerns regarding the efficacy at Warren Hill due to under-staffing. The co-ordinating chaplain was on secondment to a project in London and only returned in November to deal with the re-role and there was been no resident Roman Catholic chaplain all year.

The Chaplaincy team provided a necessary and valuable contribution to the welfare and pastoral care of the boys in Warren Hill. Their work within Butley and with the most vulnerable was particularly important as was their support for boys who experienced bereavement.

6.7 Restorative Justice and Mediation

Mediation continued to be embedded in the life of Warren Hill. Not all the boys agreed to mediation but in general it was felt this was a positive intervention and that those who engaged benefited. In only one case did two boys fight after mediation.

The declining population has necessarily meant a decline in the use of Restorative Justice. The most frequent form was conciliation which was used in all situations of hostility where the participants would agree to it, and this proved to be a useful tool in the maintenance of good order. It is to be hoped that there will be more use of Restorative Justice after the re-role, possibly including external Restorative Justice because Warren Hill now has a fully trained staff that could implement this.

6.8 Foreign nationals

Effective contact was maintained between Warren Hill and the UK Border Agency (UKBA) who visited to talk to the boys identified by them. A foreign national young people's forum provided opportunities for this group to discuss issues of concern to them. Contacting family members and the food were recurring concerns. Although there were very few foreign nationals at Warren Hill during the reporting period, they did join in fully with the regime and opportunities provided.

On some occasions the Board had concerns that poor English language skills among some foreign nationals hindered their ability to communicate with their peers and understand more complex issues. In one instance at adjudication the word 'mitigation' was clearly not understood by a boy whose first language was Romanian.

Section 7

THE WORK OF THE INDEPENDENT MONITORING BOARD

7.1 Attendance

Members of the IMB visited the prison on a rota basis at least two or three times a week throughout the year. This included visits in the evening and weekends. They also attended various boards, such as those reviewing continued segregation, arrangements for those at risk of self-harm and Detention and Training boards. Members also observed a wide range of management meetings, including some meetings of the Senior Management Team. Training sessions preceded many of the IMB board meetings.

7.2 Applications

During the reporting period (7 ½ months) the number of applications from the boys asking to see the IMB increased substantially. Many of these applications continued to be taken 'on the hoof' as the IMB visit the prison. The board does not believe that the increase in the number of applications was due to greater discontent of the boys but rather that the boys found it easy to stop and ask the IMB members on their round and that better briefing of boys about the IMB during their induction may also have been a factor.

7.3 External

Two members attended the IMB National Conference. The area chairs meetings were attended by the Chair. One member attended the Continuing Development Course and another the Vice Chair's course. Several members belong to the Association of Members of Independent Monitoring Boards (AMIMB) which brings monitors together to discuss issues without any government involvement.

7.4 Liaison

The IMB continues to benefit from excellent cooperation with the Governor, supported by her Deputy and other members of the prison's management team. Almost all the staff continue to be helpful to IMB members as the latter go about their duties and staff in general appear to be well briefed about the role of the IMB.

7.5 Applications

Code	Subject	2009/10	2010/11	2011/12	2012/13	2013/14
A	Accommodation	2	1	5	16	10
B	Adjudications	2	1	2	1	1
C	Equality & Diversity incl. religion	1	0	0	2	0
D	Education/Employment/Training incl. IEP	3	3	3	13	5
E1	Family/Visits incl. mail	3	1	5	12	3
E2	Finance/Pay	0	0	0	2	2
F	Food/Kitchen	1	1	1	2	1
G	Health	4	1	3	1	2
H1	Property (within current establishment)	2	2	6	0	5
H2	Property (during transfer/in another establishment)	0	0	0	0	0
H3	Canteen/Facilities/Catalogue/Shopping	0	0	0	3	0
I	Sentence related incl. HDC, ROTL, parole, release dates, re-cat, etc	6	2	1	5	1
J	Staff/Prisoner/Detainee concerns incl. bullying	3	4	4	4	3
K	Transfers	0	0	0	3	2
L	Miscellaneous	10	4	8	14	1
TOTALS		37	20	38	78	36

7.6 Board Statistics

Recommended complement of Board members	10
Number of Board members at start of reporting period	9
Number of Board members at end of reporting period	9
Number of new members joining within reporting period	1
Number of members leaving within reporting period	1
Total number of Board meetings during reporting period (up until 31 January 2014)	8
Total number of visits to the Establishment up until 31 January 2014	183
Total number of segregation reviews held	Data not available
Total number of segregation reviews attended up until 31 January 2014	99
Date of annual team performance review	-

Section 8

GLOSSARY OF PRISON-RELATED ABBREVIATIONS USED

ACCT	Assessment, Care in Custody & Teamwork
AMIMB	Association of Members of Independent Monitoring Boards
BME	Black and Minority Ethnic
HMIP	Her Majesty's Inspectorate of Prisons
IMB	Independent Monitoring Board
ISCRE	Ipswich and Suffolk Council for Racial Equality
JAC	Juvenile Activities Centre
PECS	Prison Escort Contract Services
PIPE	Psychologically Informed Planned Environment
ROTL	Release On Temporary Licence
UKBA	United Kingdom Border Agency
YJB	Youth Justice Board
YOI	Youth Offender Institution
YOT	Youth Offending Team
YPSMS	Young People's Substance Misuse Service