



# The Independent Monitoring Board at HMP Preston

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**Annual Report**

**1st April 2015 - 31<sup>st</sup> March 2016**



## **Section 1**

### **STATUTORY ROLE OF THE IMB**

The Prison Act 1952 and the Immigration and Asylum Act 1999 require every prison and IRC to be monitored by an independent Board appointed by the Secretary of State from members of the community in which the prison or centre is situated.

*The Board is specifically charged to:*

- (1) satisfy itself as to the humane and just treatment of those held in custody within its prison and the range and adequacy of the programmes preparing them for release.**
- (2) inform promptly the Secretary of State, or any official to whom he has delegated authority as it judges appropriate, any concern it has.**
- (3) report annually to the Secretary of State on how well the prison has met the standards and requirements placed on it and what impact these have on those in its custody.**

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

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## Section 3

### DESCRIPTION OF HMP PRESTON

#### 3.1 Overview

HMP Preston is a predominantly Victorian radial prison, constructed between 1840 and 1895, although the site has been occupied since 1790. During this period, it has fulfilled a variety of roles, including use for military purposes, and more recently as a Category C prison. Today it operates as a Category B male Local and Resettlement prison, servicing the Courts of Lancashire. It holds male offenders aged 18+ who have been remanded in custody, are awaiting trial, serving sentences 12 months or less, or are awaiting transfer after being allocated to another prison after sentencing. It is situated on a very confined site near to Preston City Centre, and experiences all of the difficulties typical of this style and age of establishment.

The vision of HMP Preston is to deliver a safe, progressive and healthy prison with a focus on a rehabilitative culture. **“Building Hope, Changing Lives”** typifies the vision. It is through promoting positive change that it is intended to meet the vision, to continue to develop and deliver the business priorities, as well as bringing about a change in culture.

#### 3.2 Prison Roll

At the time of this Report (April 2016) the prison roll averages around 760 with an operational capacity of 842, against a certified complement of 455. The average prison roll shows an increase on its average occupancy since the last report, because rewiring of the alarm system is now complete and all wings and landings are back in use.

#### 3.3 Prison Facilities:

The prison’s core residential accommodation has been reorganised over the year to enable smoother operational activity. At the time of the report it consists of:

WING	DISTRIBUTION
A	Segregation Unit, Substance Misuse Assessment Centre, General Accommodation
B	Vulnerable Prisoner Unit
C	First Night Centre, Integration Accommodation, Resettlement Unit
D	General Accommodation Wing
F	Prison Orderly and Kitchen Workers Accommodation
G	Substance Misuse Recovery Wing

In addition to the core residential accommodation, the following facilities are available to the prisoners:

- 30 bed Healthcare Centre with regional beds for Lancashire prisons
- Dental surgery conforming to current NHS guidelines
- A well-stocked and managed Library and Resettlement Area
- An Education Department which includes an IT Centre with 48 computers, a Virtual Campus, Media Training Suite, Art Suite
- Well-equipped PE facilities inconveniently on 3 sites, but well managed and delivered
- Textile workshop
- Laundry
- Multi-faith chapel
- Video Courts
- Kitchen
- Visits Centre
- Horticulture Centre

### **3.4 Partner Agencies**

#### **3.4.1 Drug and Alcohol Recovery Programme**

The substance misuse provider at HMP Preston is Discover Drug and Alcohol Services (as part of GMW - Greater Manchester West) who work in close partnership with prison staff and other partners in delivering comprehensive clinical and psychosocial services across the establishment. Other partners include:

- The Well (Lancaster, Morecambe, Barrow) who facilitate a weekly session using ex-prisoners in long term recovery
- Acorn and Inward House Rehabs come in on a monthly basis to talk about community rehabilitation/supported housing and carry out assessments
- Other new groups include a methadone reduction support group, relaxation and anxiety group, recovery gym sessions and art therapy.

#### **3.4.2 Education and Training**

The Education function is run by Novus, the rebranded element of The Manchester College, who provide a mixed and balanced curriculum focusing on enhancing the employability prospects of prisoners on release and reducing reoffending. The Training function is run by HMP Preston.

#### **3.4.3 Healthcare**

HMP Preston operates a regional hospital facility, run by the Lancashire Care Foundation Trust (LCHT), including primary care, mental health, dental, optician and podiatry services. It has a general medical ward with 12 beds as well as a mental health ward with 18 beds. It takes prisoners from other prisons who have serious conditions, or who are recovering from operations, and it has a palliative care role. In addition to in-patient facilities, The Integrated Mental Health Team (IMHT) offers prisoners a full Mental Health Assessment from initial reception through to discharge and also a crisis resolution service. The IMHT also attend all ACCT reviews. The team are wing-based to facilitate access by wing staff and prisoners.

#### **3.4.4 The Library Service**

This service is provided by Lancashire County Council. The Library is operating well, with very enthusiastic and committed staff and now has books in twenty-seven different languages which represent the needs of the prison population. The membership of the library has increased from 50% to 70% over the year, and book lending has increased by 40%. The library is a particularly good place for orderlies to learn new skills because of the complexity of the job and the close supervision available.

#### **3.4.5 The Careers Service**

The Skills and Funding Agency are responsible for giving the Prison Service the funding to help adults, young people, the unemployed and people with low skill levels the skills they need for employment. The primary provider is the Economic Solutions Group, who deliver The National Career Service (NCS) function throughout the North West.

#### **3.4.6 Housing, Debt and Financial Advice**

This function is now the responsibility of the Community Rehabilitation Company, Sodexo, who have sub-contracted the work to Shelter.

## Section 4

### EXECUTIVE SUMMARY

Since the last report, HMP Preston has undergone significant change, with the departure of the Acting Governor Danny Khan and the appointment of the new governor, John Hewitson.

The first half of the reporting year involved consolidation of the operational changes made necessary by the “Benchmarking” activity and completion of the rewiring work which had extensively disrupted the residential accommodation, over a prolonged period. There was evidence of good management and a largely positive attitude on the part of the staff, who continued to work effectively despite, at times, difficult working conditions, reduced staffing and low morale.

The second half of the year, which coincided with the appointment of the new governor, signalled a time of reflection and evaluation, leading to a further review of the operating structure of the prison and redesignation of some of the wings and landings to increase operational efficiency. For example, B wing has been designated solely for Vulnerable prisoners, which has led to an improvement in their regime and a reduction in bullying.

Completion of rewiring allowing full use of residential accommodation, has led to an increase in the prison population from an average of 690 in the previous year to an average of 760 this year, with consequent pressure on accommodation and staffing.

The new governor has a clear policy of “Firm but Fair” towards the prisoners and it is evident to the IMB, that he backs the staff to maintain discipline and to develop a prison regime based around purposeful activity, rather than merely containment. This has been particularly noticeable in the Segregation Unit (Section 5.7). Since changes to Prison Rules on Segregation following the Supreme Court Judgement of 29<sup>th</sup> July 2015, there have only been three prisoners in the Segregation Unit at HMP Preston who have stayed longer than 42 days on Rule 45, for whom external authorisation was required and subsequently granted.

There have been two incidences of “concerted indiscipline” in the prison over the reporting year (Section 5.6). As a result of these events, both the prison governors in their turn reacted swiftly to ensure instigators were moved out of the prison, and the situation brought under control. The Board was present from instigation to resolution of one of these events on 29<sup>th</sup> December 2015 and members were impressed by the teamwork shown to gain control of a potentially dangerous situation and the overall ability of John Hewitson, in both managing the incident and helping his team learn lessons from it.

A major concern this year has been the struggle to maintain an effective Healthcare Service in the prison and fulfil its obligations to the Region, when the numbers of healthcare staff are less than 50% of the complement in mental health and only just over 50% in general health care (Section 5.3). Even when recruitment to these posts has occurred, retention has been poor. At a time of national nursing shortages, there is no easy solution to this problem.

The use of New Psychoactive Substances (NPS) has also been a cause for concern throughout the year, but some significant finds have been made and there has been a robust response to those caught bringing in drugs and other contraband, culminating in prison sentences for perpetrators, one of whom was a member of healthcare staff.

The use of NPS and the restricted staffing available following the Benchmarking exercise contributed to staff and prisoners feeling unsafe, reported through the Measuring the Quality of Prison Life survey (MQPL) and the Safer Custody Audit. Recently, the prison does seem to be quieter and violence seems to be reducing, but only time will tell whether this will remain the case.

## **4.1 Overall Judgement**

Overall the prison appears to be settling down following the management changes and staff have responded positively to the new regime. The emphasis on purposeful activity and fast reaction to indiscipline has helped the prison feel a safer place, with control resting firmly in the hands of the prison staff.

## **4.2 Previous Years Concerns**

4.2.1 As previous reports by this Board and by HMIP have reiterated, the Reception area in Preston Prison remains wholly inadequate, despite efforts made by the new Governor to at least brighten the area. The limited number of holding cells means that segregation of vulnerable and non-association prisoners is extremely difficult at peak times, such as prisoners going to and from the courts. There are no private interview facilities, and prisoners residing on F wing pass through reception on their way back to their cells, creating a possible security risk. (6.1). The Board is sure that financial constraints will once again be given as the reason for inaction. However, the Board will continue to press for improvement in this area as it is unacceptable and undignified for prisoners, creates additional stress for staff and provides a potential threat to security.

4.2.2 Again, the number of Applications concerning prisoners' property is causing concern. The two most common causes of complaint are when prisoners are transferred between prisons, and when they are removed to the Segregation Unit. The former cause is due to the contract with GeoAmey restricting the amount of property a prisoner can bring with them on the transport. The latter is due to the lack of staff to carry out immediate cell clearances, and therefore cell clearance procedures are not effectively carried out, meaning that prisoners' property all too often goes missing.

4.2.3 The visits hall still suffers from excessive overheating in warm weather and temporary solutions have to be used. The prison has made applications for monies for air conditioning to be installed and the Board await the outcome of this application.

4.2.4 It is extremely disappointing that despite the issues of the Reception Area, Prisoners' Property and the limitations of the Visits Hall being raised in numerous reports, nothing appears to have changed.

## **4.3 Particular Issues Requiring a Response**

4.3.1. HMP Preston is about to create a register of prisoners with social care needs (See Section 5.3.8), as the number of elderly prisoners who have difficulty in maintaining their daily care needs is increasing. Currently prison staff are inappropriately having to assist prisoners as there is very limited social needs support available. This is rendered even more difficult by the cramped layout and design of this Victorian prison. Can additional money and resources be found to support the social care needs of these prisoners?

4.3.2 The poor healthcare staffing levels referred to in Section 5.3.1 are a real cause for concern, at a time when there is a chronic nursing shortage in the country as a whole. What can be done to provide additional support for healthcare staff working in prisons to aid recruitment and retention?

4.3.3 In Section 6.1, the Board draws attention to the 13604 movements through the reception area, including 2859 new prisoners and 3662 court movements, during the reporting year. The high number of prisoners passing through the Reception area is caused by the churn in this complex, busy local prison. The Independent Monitoring Board has been raising concerns about the safety, security and lack of privacy and decency engendered by the cramped and inadequate facilities in the Reception area for at least the last five years, with no reaction or improvements being evident. Will the limitations of the Reception area be reviewed and money found to improve it in the near future?

4.3.4 The poor drafting of the works contract, especially in relation to cleaning, meant there was an under-estimate of requirements by approximately 94% (Section 6.7.1). The Central management of any work required over the value of £750, (Section 6.6.6 and 6.7) means that not all required work is done. For example the shower blocks in the Gym at HMP Preston need urgent upgrading. Although there are local meetings to try to resolve the issues, the budget is centrally held, which means the Governor does not have sufficient control to ensure good physical conditions in the prison. Can contractual arrangements be reviewed so that Governors have more financial control to ensure the clean and safe physical conditions of their prisons?

## **Section 5**

### **MANDATORY REPORTS**

#### **5.1 Equality & Inclusion**

##### **5.1.1 Prisoner Consultative Committee (PCC)**

5.1.1.1 During the reporting year, difficulties arose with the PCC, with attendance by prisoners reducing, as they were not brought over for the meeting, due to staffing issues. This was a cause for concern. The Prison Governor has now formed a new Committee at which representatives from each wing are able to give prisoners a say at the highest level of HMP Preston. The meetings are still known as the Prisoner Consultative Committee (PCC) and take place bi-monthly. The first one was held in January 2016 with good attendance.

5.1.1.2 Separate sub-PCC's (SPCC) are held bi-monthly mid-way between the dates for the PCC meeting: Meetings are chaired by functional heads from Residential, Reducing Re-offending and OMU, Safety and Equalities. All prisoners have the right to have wing representatives at these meetings and two representatives from each SPCC are responsible for gathering and producing an up-to-date list of actions and outcomes from the SPCC they represent and present them to the PCC. This may require liaising with the functional head for the SPCC who is responsible for facilitating this. Minutes will be kept by a nominated prisoner.

5.1.1.3 Prior to the PCC meeting, a Food Focus Meeting takes place addressing any catering issues that may have arisen, and also discusses incorporation of diverse menus. This meeting has been taking place now for over a year and works well with positive feedback from the representatives.

5.1.1.4 Minutes are placed on each wing and prisoner representatives are easily recognised and are able to be approached from meeting to meeting. An IMB member is present at each meeting.

##### **5.1.2 Prisoner Equality Action Group**

5.1.2.1 The Equality Officer updates the Senior Management Team on those protected characteristics of Equality within HMP Preston. The report updates the committee on each area, identifying concerns and appropriate action.

5.1.2.2 In this reporting period progress has been made to hold more prisoner forums based around the Equality strands and there is a linkup with the Prisoner Equality Reps and the Prisoner Consultative Committee representatives to work closer with peers and staff to promote effective communication throughout the prison.

5.1.2.3 On prisoner induction there is an Equality slot which is proving positive. The data provided is then input into the Equality Monitoring Tool which enables closer monitoring of those prisoners who fall within the equality strands. This data is analysed and discussed at each meeting and where necessary an action plan is put in place. Due to the influx of "Europeans" it is felt that the analysis of different prisoner groups should be re-examined. "White" is now not seen as adequate to identify different groups.

5.1.2.4 Equality Awareness training and work around new developments is ongoing in areas such as Social Care, Every Contact Matters, Deaf Awareness and Learning Disability.

5.1.2.5 At HMP Preston in all areas dealing with Equality and Inclusion the Management and Staff continue to make progress and are a very dedicated team of people.

5.1.2.6 Only 9 Discrimination Incident Report Forms (DIRFs) were completed between January 1<sup>st</sup> to March 31<sup>st</sup> 2016, and this was discussed by the Prisoner Equality Action Group. It was felt that this may not be an entirely accurate reflection of the total number of discrimination incidents and that there were insufficient equality reps on the wings and there was a need for easier access to the paperwork. This will be closely monitored over the year.

### **5.1.3 Foreign Nationals**

5.1.3.1 Due to the significant staff changes that there have been at HMP Preston, there is now no Foreign Nationals Officer. However the work is successfully shared between the Equalities Officer and the Safer Custody team. Current statistics are disseminated on a regular basis and approximately 5% of the population at HMP Preston is made up of foreign national prisoners, although there is no concern over any one group dominating admissions. In total there are 17 nationalities represented, and although there are number of Discrimination Incident Report Forms (DIRF) being raised, there is no cause for general concern.

5.1.3.2 The Immigration Authority attends on a regular basis and holds one to one with prisoners if required to do so.

5.1.3.3 All new Foreign Nationals who are in the First Night Centre are interviewed and again when they are transferred to their wing location. They are also given the facility of a 5 minute phone call to the Country of their origin per week. This allowance is based on the price of a BT landline call. Calls to mobile numbers could result in a shorter call.

5.1.3.4 In accordance with Immigration Authority suggestions the prisoners are not all housed in one wing but are spread across the prison.

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

5.2.1 On average, 90% of the population of HMP Preston are at L1 or below for English and 88% at L1 or below for Maths. This reinforces the importance of prisoners attending training in Functional Skills (FS) to address their educational needs.

5.2.2 To ensure that FS are delivered, attendance at classes is a conditional part of each work placement, so that maths skills are built into Horticultural placements for example, by calculating the volume of seeds needed for an area of ground.

5.2.3 The OLASS element of the educational provision is provided by NOVUS who deliver a wide curriculum to meet the needs of learners at Preston, focusing on enhancing the employability prospects of prisoners upon release. Learners can study courses which suit their individual needs, from Entry Level to Level 2 covering employability, literacy/numeracy and personal and social development.

5.2.4 HMP Preston offers every prisoner a place in work, industries or education. Specific arrangements have to be made for the Vulnerable Prisoners (VPs), and they now work in the laundry and clothing exchange, and the Textile Workshop, as well as basic packing for external companies. Generally available work includes: cleaning, laundry, waste collection, horticulture, kitchens and numerous orderly duties about the prison.

5.2.4 The average classroom efficiency in this academic year (September 2015 to date) is running at 62%. The target set by the North West Prison is 65% but the target set by Manchester College for funding purposes is 70%. Neither parties are complacent with the

figures and weekly meetings are being held to address this figure. At the time of reporting, allocation to classes run at 90-95% and IEPs, which are issued for non-attendance have had an effect. As a local prison, activities such as visits, legal visits and court appearances are always going to have an impact on attendance.

### **5.3 Healthcare and Mental Health**

5.3.1 Staffing in healthcare has gone through serious fluctuations and at the time of reporting stands at 40% of the required workforce in the Mental Health team and 57% of the physical health workforce. Staff have been recruited throughout the year, but have subsequently left and there has been an inevitable reliance on bank and agency staff. Further recruitment is now taking place, and there is a new head of healthcare in post.

5.3.2 Despite poor staffing, the healthcare team have made valiant efforts to maintain an effective healthcare service, including healthcare assessment as part of prisoner induction. Following up the issues identified at initial assessment has been complicated by the high churn rate in the prison population, referred to elsewhere.

5.3.3. Attendance for healthcare appointments has been patchy throughout the year. Although enablers have been identified to bring prisoners over to healthcare services, non-attendance figures have escalated, with 18.4% non-attendance reported in March 2016, a rise from 15.3% reported in February 2016. Reasons for non-attendance identified by the Head of Healthcare include 48% declined by prisoner, 30% failure to get an enabler, 6% visit related and 12% prisoners released. The high decline rate is cause for concern and the IMB will keep this under review during the forthcoming year, to ascertain the reasons for this.

5.3.4 There are plans to provide more therapeutic services on the wing, to try to reduce non-attendance, but locating suitable rooms that can be properly equipped and suitably private is not easy. This proposal is under discussion between the head of healthcare and the prison Senior Management Team.

5.3.5 Waiting times have been declining for appointments, with an average wait to see a GP declining from 12 days in January 2016 to 6 days in March 2016. Waiting times for Optician, Podiatry and dental services are broadly comparable to the local community waiting times, unless there is staff sickness, when unavoidable increases occur.

5.3.6 There is a comprehensive clinical pharmacy service in place, however the efficiency of the service is compromised by a lack of suitable drug storage facilities. It is cheaper to order long-term medication for prisoners by the month, but there is nowhere suitable to store the medication, so it is ordered weekly instead. This is costly in terms of medical and pharmacy staff time and additional paperwork and is a consequence of the restricted space in the prison as a whole.

5.3.7 In-patient care is available according to clinical need and is supported by the prison service where the prisoner needs a two or three-man unlock.

5.3.8 Prisoners requiring social care support are increasing and there is a lack of availability of suitable social care staff and facilities on the wings. Only two cells in HMP Preston are wheelchair accessible and specialist showering facilities are restricted to the Healthcare Unit. A Social Care Register has now been created for the prison and an audit of social care needs and provision is scheduled for June 2016.

5.3.9 In-patient Mental Health Care provision is compromised by lack of available beds, both in the prison and in the long-term secure mental health facilities in the local community. In March 2016 six prisoners were located on wings who needed a mental health bed and could

not be placed. In some instances, prisoners with mental health problems have been located in the Segregation Unit as no other suitable provision was available for them. This puts a strain on Segregation Unit staff and is an inappropriate therapeutic environment for the prisoner. There is no reliable record of the numbers of mental health prisoners who have been placed in the Segregation Unit over the reporting year, but this will be an area the IMB will monitor over the forthcoming year.

5.3.10 Counselling and psychological support services are available and an advocacy service has been provided by N-Compass. This service will pass to Advocacy Focus in May 2016.

5.3.11 Complaints about healthcare are identified through formal forums, service user groups and questionnaires. Information is made available on complaints. The largest area of complaints by prisoners to the prison over the year was waiting times for services, but this has shown a significant decrease as waiting times have improved. The IMB received 48 applications about healthcare over the reporting year. 17 of these 48 applications concerned medication, either not being prescribed quickly following the prisoner's admission to prison, or being dispensed at the incorrect time for maximum efficacy. Only 5 of the 48 applications to the IMB concerned availability of appointments.

5.3.12 In respect of management of substance misuse:

The clinical team focus predominantly on the Substance Misuse Assessment Unit (A2) which provides a comprehensive range of clinical support starting with new receptions who require clinical support to detox or stabilise prior to entering the main population. The clinical team also manage those requiring longer term substitute prescribing drugs such as methadone or buprenorphine.

The psychosocial team assess all new referred prisoners for any type of substance abuse and are contracted to deliver group work interventions within the main prison, on the Recovery Wing (G wing) and organise mutual aid meetings and family based interventions.

The work of this has been one of the successes of the HMP Preston this year. They have made good progress by establishing a challenging and productive regime on G Wing. The following figures are an indication of their success in their first full year:-

- 1) September 2015 – March 2016: the number of prisoners on a methadone reduction programme has increased by 41%
- 2) September 2015 – March 2016: the number of prisoners who have completed a methadone detox has increased by 18%
- 3) September 2015 – March 2016: the amount of methadone issued on prescription has decreased by 18%

One feature of the Discovery programme is their desire for detoxed ex-prisoners to keep in contact with G Wing, in order to show the prisoners that it is possible to continue a drug free and normal life on the outside. One good example are three prisoners who have been released to the Jobs, Friend, Houses charity in Blackpool. This is a zero drug tolerance housing unit, that offers accommodation, work and training for ex-drug users. These prisoners keep in touch with the wing via email and photographs, and are doing very well.

In order to provide a comprehensive approach across the whole of the prison from Reception to the Resettlement Wing, the Head of Drug Strategy and CM for this area have been working with Discover Managers/staff and prison staff that work in relevant areas to undertake a comprehensive review of the current service provision. The Prisoner Consultative Committee Meeting for Drugs/Health and specific service user focus groups have been utilised along with gaining the thoughts of residents from A2 and the Recovery Wing. Their recommendations will be implemented in the New Year.

## **5.4 Purposeful activity**

HMP Preston is a Victorian era Cat B Local prison on a restricted inner-city site, and these factors influence the range of activities provided. The layout of the prison limits the number of workshops available for industrial work, and the “Local” classification of the prison results in a high turnover of prisoners of relatively short duration. This means that the focus of activity is mainly on the development of prisoners’ functional skills, as discussed in section 5.2., although a range of vocational activities such as sewing, catering, horticulture and painting and decorating are available.

As a Local prison, prisoners have to make appearances at court either in person or via the video link. This is facilitated by prison staff, but it is not a service which operates smoothly. Even when prisoners are brought across to the video court, delays in court availability and occasional miscommunications mean that prisoners may be kept waiting for lengthy periods in a limited space, this impacts on prisoners’ ability to take part in purposeful activity.

The new Governor has ensured that purposeful activity is a key feature of prison life and has organised the regime to ensure maximum participation in education or work-related activities, whilst being mindful of the special needs of elderly or disabled prisoners.

The activities carried out by the prisoners include:-

### **5.4.1 Industrial Work**

5.4.1.1 The 3A Workshop, the Sewing Shop, has had to relinquish two external contracts due to its inability to maintain the required quality. This was the consequence of HMP Preston being a local prison, and once the prisoners had been trained to the required standard they were moved on. The work now consists of internal work for the Prison Service. The workshop has now become a Vulnerable Prisoners work placement. This has considerably increased both the number of work places for the VPs and the quality of work. The staff are about to commence training for their City and Guilds Level 2 qualification, in order for them to be able to award City and Guilds L1 to the prisoners, as opposed to the current non-accredited award.

5.4.1.2 The Laundry and Clothing Exchange are functioning well and are also a Vulnerable Prisoner work placement.

5.4.1.3 The Horticultural Centre that was set up last year has developed exceptionally well. The two staff in charge have in their own time studied and gained City and Guilds Levels 1 and 2 in Horticulture, and are continuing to study for Level 3. They have made a considerable impact on the internal appearance of the prison by greening an urban Victorian site. In particular, they turned a tarmac area outside the Hospital into a garden, for which they won the “Windlesham Trophy” Fresher’s Competition for their first year’s work. They are automatically entered into next year’s main competition. They also entered the Royal Horticultural Society’s Northwest Neighbourhood in Bloom and achieved “It’s Your Neighbourhood Award of Level 4 – Thriving”. It is also a very therapeutic environment for prisoners to work in, helping one in particular, who was on an ACCT document.

### **5.4.2 Prison Duties**

In common with other prisons, HMP Preston functions with the assistance of prisoners in areas such as Reception, Laundry, Kitchens, Serveries, Library. They are also employed as cleaners and painters. This year has seen the introduction of Prisoner Information Desks, staffed by prisoners on the wings, which act as a reference point for the prisoners to find out

about many aspects of the prison, from the general complaints procedures, to help available with agencies within the prison.

### **5.4.3 Mentors**

These prisoners are perhaps the most valuable ones in the prison, because they impact on the prisoners, on a prisoner to prisoner basis. Key figures are the Listeners, who are trained by the Samaritans and can be called upon day and night. Others includes the Health Champions, those who man the Prisoner Information Desks, and the Wing Representatives for the Prisoners Consultative Committee.

## **5.5 Resettlement**

5.5.1 This year saw the introduction of the Community Rehabilitation Companies (CRC) into the offender management process. The Government's aim is to transform the rehabilitation of offenders by operating an integrated process of support for offenders, starting inside prison and continuing upon release. It is hoped that this will help reduce the re-offending rates of released prisoners. The CRCs, who manage low and medium risk offenders, are private contractors who will be paid by results. The high risk offenders remain the responsibility of the National Probation Service (NPS). This is not a concept new to HMP Preston. The Reducing Re-Offending Section has been operating this approach for a number of years, in particular the "InsideOut" Programme. A strong element of this approach has been the numerous working relationship with outside charities to help prisoners upon release.

5.5.2 In Cumbria and Lancashire Sodexo won the contract to become the CRC. They immediately sub-contracted the elements concerning the entry and exit interviews with prisoners to Shelter. Associated with these interviews was the work to provide Accommodation, Finance and Debt advice and Employment upon release.

5.5.3 One of the main tenants of this "new" approach was the provision of mentors for prisoners upon release. At the end of this reporting period, Shelter has managed to appoint 12 mentors.

5.5.4 There is a difficulty in comparing the outcomes for prisoners leaving HMP Preston between last year and this reporting period. Last year HMP Preston had Key Performance Indicators (KPI) that included accommodation, employment and education upon release. This year with the introduction of the CRCs, these KPIs were removed from HMP Preston. The KPIs for the CRCs did not include the above items, but concentrated on their performance within the prison. These included the completion of the Basic Custody Screening Tool Part 2 (BCST) within 5 days of the completion of BCST Part 1, and its review 12 weeks before release. Their Assurance Matrix requires them to provide accommodation on release for 90% of prisoners, but only those prisoners released into Cumbria and Lancashire. They do not monitor on release those in employment, training and education.

5.5.5 The introduction of this new contract has resulted in the Board having difficulty in comparing the effect the prison has on rehabilitation from one year to the next due to the change in the reporting criteria.

## **5.6 Safer Custody**

5.6.1 It is regrettable that, during the period covered by this Report, there were 3 deaths in the Establishment, due to natural causes.

5.6.2 Each Death in Custody, whether self-inflicted or from natural causes, is investigated by the Police and Probation Ombudsman and the results are given to the Establishment with

appropriate advice, if necessary. The Board is supplied with a copy of the Report which assists with our responsibility to monitor the processes in place.

5.6.3 The accuracy of statistical information continues to improve assisting in the early detection of any trends which may require intervention from appropriate Agencies.

5.6.4 Assessment, Care in Custody and Treatment (ACCT) documentation is reviewed on a regular basis by Staff. Board Members make random checks on documentation held on the Wings, Segregation Unit and Healthcare.

5.6.5 A total of 668 ACCT Documents were opened during this period which is an increase of 81 on the previous year with 618 being closed following assessment during the same period.

5.6.7 227 instances of self-harm were recorded with each instance being investigated and appropriate action taken, including the possibility of the person being placed on an ACCT document to facilitate closer monitoring and support to that individual. This figure is an increase of 19 on the previous period.

5.6.8 Each year the Board is impressed with the support given to prisoners by the Chaplaincy Team and the prisoner Listener Team who are trained and supported by the Samaritans. These prisoners are available 24 hours a day when any of their fellow prisoners have needed a friendly ear in times of stress.

5.6.9 It is of concern that there were 336 instances where force was used within the Establishment. Of these instances 25 were planned, most commonly where prisoners refused to move cellular accommodation.

However, 311 were spontaneous acts of violence, involving prisoners which also, worryingly included 73 assaults on Staff .

5.6.10 There were two incidents of concerted indiscipline in the prison, one in November 2015 and the second in December 2015. Order was restored with perpetrators identified and transferred out under Tornado arrangements. A serious act of arson occurred on 29<sup>th</sup> December 2015. This incident is subject to a criminal investigation.

5.6.11 The prison takes seriously the health and welfare of the prisoners and put in a bid for extra staffing, which, when obtained, was used to provide more support for safer custody.

5.6.12 New Psychoactive Substances (NPS) and other drugs in the prison remain a cause for concern, although robust efforts have been made to identify those responsible for bringing drugs in and there has been a recent prosecution of a healthcare worker who was found to be implicated in drug distribution. The Security department stated there had been 115 seizures of illegal drugs during the reporting period.

5.6.13 The Security department changed direction during the reporting period with a notable shift in approach. There was a change to an 'enabling' security department in line with the new Governor's vision and priorities. There were a number of high profile, intelligence-led operations carried out, some with support from the North West Search Team using specialist search dogs to seize weapons, drugs, mobile phones; the contraband adversely affecting security, safety and good order.

5.6.14 Tactically there was greater use of security equipment including the Cellsense Poles and wands during prisoner movement.

5.6.15 The Security department updated a number of processes, most notably around Closed Visits and Allocation to Activities, which were previously paper based and sources of complaints from prisoners at HMP Preston. Security processes are now simpler, more efficient and with greater transparency so offenders know not only the reason for decisions but what is required in terms of their behaviour and actions.

5.6.16 The increased profile and approach of the Security department during the year has undoubtedly contributed to the improved levels of safety and order at the prison.

## **5.7 Segregation, Care & Separation, Close Supervision**

5.7.1 The current Governor of HMP Preston has implemented changes within the Segregation Unit that have had a positive effect on the unit and Staff. The past twelve months has seen the introduction of a dedicated Supervising Officer (SO). Staff have welcomed this move, which has resulted in improved organisation and staffing capacity from that seen in the previous year. However, staffing issues still persist, and on some occasions have affected the regime within the Segregation Unit, which has seen a choice being made between Prisoners either taking a shower, or going for exercise. Moving forward, the plan is to physically locate the SO within the Segregation unit which should alleviate some of the staffing issues. General day to day duties including three man unlocks and escort duties can usually be carried out without the need to call for additional support, although, on occasion, such as the weekend, this can be necessary.

5.7.2 Previously the Segregation unit was seen by some prisoners as an 'easy option' and there was evidence that they were purposely getting themselves sent to the unit by refusing to move or be transferred to other facilities, and were 'hiding' within the unit. The Governor is adamant that the Segregation Unit should be seen by prisoners as a 'non-preferred' option. As such, the Senior Management Team has implemented restrictions, such as four lights only per day for cigarettes, and no radios allowed except in particular circumstances, such as mental health issues. Prisoners appear to be accepting these restrictions, and in the past few months the unit does appear to a more stable environment. This year it has had an average occupancy of between 6 and 7. It has been known to rise to 14, against a maximum capacity of 15.

5.7.3 Rule 45 review schedules are not as rigorously planned and adhered to as they might be, with attendees such as Healthcare, Chaplaincy and the Duty Governor often having to be 'rounded up' to attend. This is an inconvenience for the IMB member who has often come into the Prison to specifically attend a Rule 45 review. This has resulted in some reviews not being attended by the IMB. Also, Monthly Statistics generated from the Segregation Unit are not as robust as they should be with numbers differing from the Segregation Log to those communicated at the 'Safer Custody' meetings. It is not ideal that the timing of the reviews is still irregular, resulting in inconsistent attendance of the agencies who should be ideally involved, including IMB.

5.7.4 Since the change to Prison Rules on the length of time a prisoner can be kept in Segregation following the Supreme Court Ruling in July 2015, only 3 prisoners have been kept in Segregation on Rule 45 for longer than 42 days. Approval from the DDC was gained in all 3 cases.

5.7.5 Once again the Board would like to record their appreciation of the staff in the unit, who deal with prisoners at their most vulnerable and disruptive at times with the utmost professionalism.

## **5.8 Residential Services**

### **5.8.1 Accommodation**

5.8.1.1 The prison has a certified complement of 455, and an operational capacity of 842. This has been achieved by most cells being re-classified as double occupancy. The main accommodation is on the four wings, A, B, C and D, which radiate from the Centre in the main building. The other accommodation is in F Wing, for kitchen workers and the Substance Misuse Recovery Unit on G Wing.

5.8.1.2 A significant change was made in how prisoners were allocated to the wings and landings over the reporting year. For example, A2 landing has become a specialist area for assessment of those who suffer from substance misuse. B Wing has been dedicated to Vulnerable Prisoners (VP). In recent years, as the number of VPs has steadily increased, the dedicated VP landing was consistently being filled and the overflow of VPs were placed on other landings. This led to operational difficulties, with many of the “overflow” VPs having an inadequate regime. The single location on B wing has given them all an adequate regime and has made the control of movements operationally more efficient.

5.8.1.3 C1 has been designated a Resettlement Unit, for those with less than 3 months to serve. This has been a useful change, enabling the range of individuals and bodies who support resettlement to have a focussed area to work, rather than being spread across the prison.

5.8.1.4 F wing is now a risk-assessed workers' unit, accommodating prison orderlies.

5.8.1.5 G wing is within the grounds of the prison, away from the other wings, a much better location for those trying to battle substance misuse.

5.8.1.6 There are six cells within the prison that are occupied by two Listeners that have been adapted to hold a third bed. This enables a prisoner who is finding life difficult in prison to spend the night in a cell, with the knowledge that there is always one person awake who he can talk to.

5.8.1.7 There are two adapted cells for mobility impaired prisoners.

5.8.1.8 The fabric of the prison is showing its age and some areas are in particularly poor condition. Most notable is the shower block in the Gym which is unhygienic and dilapidated. Despite frequent requests for improvement, there has never been money allocated to upgrade these facilities.

## **5.8.2 Catering**

5.8.2.1 The catering department operates and follows food hygiene rules which are set out in E.U. legislation including the requirement to have in place safety management procedures based on the HACCP principles. Menus meet the nutrient national guidelines supplying three meals per day, they state all food allergens and tolerances and are pictorial making them easier to understand especially to any prisoners with literacy problems or those for whom English is not the first language. The menus are created on a four-week cycle, they try to be seasonal and cover all faith related and dietary requirements. The catering department deliver a recognised level 2 in food safety to prisoners. The certificate lasts for 3 years and will provide a foundation for catering services work on their release.

5.8.2.2 Each member of kitchen staff has an allocated wing servery that they visit and check, that all hygiene practices are being adhered to. This is documented and retained for audit requirements.

5.8.2.3 The kitchen manager has introduced tin foil cartons for the transportation of hot food provisions. Curries, stews and homemade pies are placed into these tin foils to keep the food hotter once it arrives to the wing servery. This has proved a success as the food is hotter and portion controlled, which prevents prisoners not getting the required portion they are entitled to.

5.8.2.4 The kitchen provides diversity meals each month. This is a separate meal option from the main prison menu and consists of celebration foods from religious festivals and events.

5.8.2.5 The catering manager was asked by the Prison Service to reduce his weekly spend on food provisions for the last three months of the financial year. He managed this by good housekeeping measures, such as using cheaper cuts of meat and more vegetables.

5.8.2.6 There have been concerns about the cleanliness of some of the wing serveries throughout the year and there was a significant period when the servery in B wing was infested by mice. This has now been dealt with.

## **Section 6**

### **ADDITIONAL AREAS**

#### **6.1 Reception**

Year on year we report on the unsuitability of the Reception Area. This has also been expressed by HMIP Inspections. When the prison operated at its certified compliment of 434 it may have been functional. The current operational capacity of 842 generated a total of 13604 movements through the reception, including 2859 new prisoners and 3662 court movements, during the reporting year. The current facilities are blatantly inadequate. There are only two holding cells, which means that segregation of vulnerable and non-association prisoners is extremely difficult at peak times, such as prisoners going to and from the courts. There are no private interview facilities, so new prisoners have to discuss their personal circumstances and cell preferences in an open area, where other prisoners are having official photographs taken. Prisoners residing on F wing also pass through reception on their way back to their cells, so there is possible mixing between newly arrived prisoners and existing ones. We are sure that financial constraints will once again be given as the reason for inaction. However, the Board will continue to press for improvement in this area as it is unacceptable, creates additional stress for staff and creates a security risk.

#### **6.2 Staffing**

6.2.1 This year has seen the consolidation of the Bench Marking and the Fair and Sustainable programmes. The reduction in staffing levels has lead the Board on a number of occasions to be concerned, for the safety of the staff and the prison, at the limited number of staff visible on the wings. The senior management have had similar concerns and after the disruption caused by the implementation process, have had the time to review the situation. This has led to a re-profiling of the use of staff resources and shift patterns to match, and to changes in the way the prison has been operated. Examples include the redeployment of escorting staff to the wing, making each wing responsible for its own escorts. Also the establishment of a permanent night shift increases the staff available by reducing staff on recovery time. However this does not detract from the fact that the reduced number of staff has led to a reduction in searches for drugs, mobile phones and other contraband.

#### **6.3 Time Out of Cell**

6.3.1 The revised staffing level, combined with staff sickness, has resulted in a reduced regime on a number of weekends. On a rotational basis each wing has had a loss of one AM or PM session of association over the full weekend. These have been published so the prisoners know in advance. The arrangements form part of the Regime Management Plan which discusses reduction to the regime consequent to reduced staffing levels. The staff have made great efforts to ensure that full time workers can benefit from the gym at weekends, so that they are not disadvantaged by working.

6.3.2 There has also been a concerted effort to ensure that all prisoners take advantage of education and work placements. In the past those who did not partake could remain on the wings on association. Now if they do not partake they are confined to their cell until the wing association takes place. This is creating a structured day for more prisoners, reducing the number of prisoners just being around on the wings. This has made the staff feel safer and allow them time to better manage the non-contact work

## **6.4 Chaplaincy**

6.4.1 The Chaplaincy Team perform a vital role within the Prison and provide a spiritual role to every faith. They are also a great service of comfort to prisoners and their families at times of bereavement or distress and the Board never fail to be impressed with their quiet, caring involvement. The Board's view has been corroborated NOMS "HQ Assurance and Compliance Check" carried out in June, 2015, when their summary commenced "This is an exemplary report on an exemplary team." It acknowledges that the team is understaffed, yet it managed 23,230 prisoner contacts.

6.4.2 The Chaplaincy also plays an important role with Health Care when prisoners come into the regional bed unit for palliative care. They contact the families and provide support by obtaining security clearance for them so they can have unrestricted access to the bedside of their relative when required. The Chaplaincy continues this support after the death of the prisoner.

## **6.5 Family Ties**

The work of maintaining links with families is continuing. The Story Book Dad programme of letting fathers record themselves telling a bedtime story to their children is continuing. Special Family Day Visits and Family Sports Days for prisoners on the "Dads" course have continued.

## **6.6 Visits**

6.6.1 Since last year's report there has been little change in the visiting arrangements. Waiting times to get through on the telephone booking system remain problematic, although visitors report a high degree of satisfaction with the on-line booking system.

6.6.2 Delay in getting prisoners over to the Visiting Centre in time for morning legal visits has been a periodically recurring problem throughout the year, despite changes to staff allocations. Delays have been reported at least once a week.

6.6.3 There is still no supervision in the children's play area, nor is any planned. The rail around the children's play area is splintered and although this has been reported on various occasions, it has not been improved. It is difficult for parents to effectively supervise children in the play area as line of sight is obscured by a large fixed desk.

6.6.4 Family Days have been arranged throughout the year. These have been more successful when done in areas outside the Visiting Centre, as in the Visiting Centre staff insisted on prisoners wearing identifying bibs and staying at their tables, because of security fears.

6.6.5 Negotiations that were in progress with Barnado's charity to employ a "secret shopper" to check the visiting experience from beginning to end, mentioned in last year's report, have not been actioned. The process was started, but the prisoner who was to be the subject of the visit was transferred at the last moment, so the visit could not proceed. It is not intended to continue with this exercise.

6.6.6 A further issue with the Visiting Centre has been cleanliness of public areas. Prison officers and admin staff have on frequent occasions had to clean the waiting areas and toilets because no contracted cleaner was available. Prison cleaners are being used to clean and tidy the main visits hall, but not the public areas. The IMB reported the lack of

cleanliness to the Head of the Works Department who commented that because of annual leave and sickness, no cleaner was available.

6.6.7 A member of the Senior Management Team has recently been identified to take special responsibility for visits and the impact of this will be monitored throughout the coming year.

6.6.8 The Visits Centre remains unpleasantly hot and stuffy, with no efficient ventilation or air conditioning. In very hot weather the room is unbearable and a cause of complaints amongst prisoners and their families.

## **6.7 Works**

6.7.1 This year saw the privatisation of the prison's Facilities Management department. The process has not been as smooth as it should have been. Faults lie on both sides of the contract. The contract did not always state accurately the quantity of work to be done; eg 300m<sup>2</sup> of floor cleaning was specified against an actual figure of 5122m<sup>2</sup>. The badly defined scope in the document leads to false assumptions on both sides. The clothing exchange and the laundry are located side by side in the same workshop, so when the contract referred to the clothing exchange, the contractor took it literally, whereas the client assumed custom and practice and believed it to incorporate the laundry. In order to keep the prison functioning the client had to accept responsibility. The omissions in the scope of the contract have led to items being added to the contract as they arose.

6.7.2 Any change of employment, especially those being TUPPEd, disturbs staff morale. It was further affected when the contractor offered staff the opportunity to apply for voluntary severance, subject to a review of staffing need by the contractor. When this was only granted to a very few staff, there was some disquiet as they had had their expectations raised, only to be dashed.

6.7.3 This new contract covers work generated by maintenance and repairs up to a value of £750, and all work due to vandalism is recovered in full. The budget for the contract is held centrally, not by each individual prison. The client, therefore, has had to go through a learning curve, from purely "instructing Works" to carry out a job, to having to get any maintenance or repair valued at over £750, and any business critical new works or minor works, priced and approved centrally. Not all applications were successful.

6.7.4 Fortunately within HMP Preston there is a willingness on both sides to make the contract work. Weekly meetings are held between the Service Delivery Manager and the Facilities Manager, and monthly meetings between the SDM and the Contractor's Representative.

## Section 7

### 7.1 THE WORK OF THE INDEPENDENT MONITORING BOARD

During the reporting period the Board held its 12 statutory monthly meetings. Each time either the No1 Governor or his Deputy joined us and gave a detailed report of the previous month.

Number of rota visits: 24

<b>BOARD STATISTICS</b>	
<i>Recommended Complement of Board Members</i>	20
<i>Number of Board members at the start of the reporting period</i>	12
<i>Number of Board members at the end of the reporting period</i>	11
<i>Number of new members joining within the reporting period</i>	1
<i>Number of members leaving within reporting period</i>	2
<i>Total number of Board meetings during reporting period</i>	12
<i>Total number of visits to the Establishment</i>	571
<i>Total number of segregation reviews attended</i>	73
<i>Date of Annual Team Performance Review</i>	3 November 2015

**\*\* It is our practice to ensure that a duty member is present at the weekly R45 review, which sometimes coincides with the 72 hour review. All prisoners put on Rule 45 (for their own protection or for disciplinary reasons) are visited by a member of the Board within 24 hours of being informed by the Segregation Unit.**

**Section 7 (cont.) Applications Received**

<b>Code</b>		<b>2015-16</b>	<b>2014-15</b>	<b>2013-14</b>	<b>2012-13</b>
A	Accommodation	21	37	26	39
B	Adjudications	3	7	10	2
C	Equality & Diversity (inc religion)	6	5	2	5
D	Education/employment/training inc IEP	20	21	24	23
E 1	Family/visits inc mail & phone	30	59	51	61
E2	Finance and Pay	25	19	15	36
F	Food/kitchen related	2	11	0	11
G	Health related	48	48	45	64
H 1	Property within current establishment	32	48	21	19
H 2	Property (during transfer in another establishment)	30	42	31	35
H3	Canteen, Facilities Catalogue shopping, Argos	7	6	4	6
I	Sentence related (inc. HDC, ROTL, parole, release dates, re-cat etc)	9	51	27	17
J	Staff/prisoner/detainee concerns inc bullying	36	38	29	19
K	Transfers	22	47	19	15

L	Miscellaneous	28	50	42	56
	<b>Total number of IMB applications</b>	<b>322</b>	<b>486</b>	<b>365</b>	<b>403</b>

The number of Applications dealt with has decreased this year, despite an increase in the prison average occupancy. The Board is not sure why this has been the case.