



Annual Report
of the
Independent Monitoring Board
at

HMP Bure

for reporting year
1 August 2016 to 31 July 2017

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Monitoring fairness and respect for people in custody

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1 STATUTORY ROLE OF THE IMB

The Prison Act 1952 requires every prison 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.

2 EXECUTIVE SUMMARY

This report presents the findings of the Independent Monitoring Board at HMP Bure for the period 1st August 2016 to 31st July 2017. Evidence comes from observations made on visits, scrutiny of records and of data, informal contact with prisoners and staff, surveys and prisoner applications.

Main judgements

Are prisoners treated fairly?

Overall prisoners receive fair treatment in the establishment, being able to practise their religion fully and safely. There are good opportunities for elected prisoner representatives to meet with Management to discuss and seek ways to resolve problems and identify areas for improvement. Levels of violence are lower than similar establishments and prisoners, in the main, feel safe.

We have some reservations about recent increases in the number of prisoners expected to 'double up' in cells. Whilst we have been told they are within acceptable 'volumetric compliance' in practical terms prisoners have inadequate space with the inability to access a table and chair for each individual and the concern that the lack of space would affect the access to give emergency treatment. This brings into question the concept of 'fair and decent'.

The issue of lost property through transfer between establishments continues to be a problem. We cannot understand why a system of individual accountability and effective person to person communication between receptions couldn't go a long way to sorting out this problem.

The Board is concerned about long queues of prisoners waiting outside in varying weather conditions to collect medication from the Pharmacy. This is exacerbated by medication not being available, which results in prisoners having to return to the queue several times during the week. Prisoners are not being kept informed when medication will be available.

Are prisoners treated humanely?

Health and Social Care delivery equivalent to the Community gives us some cause for concern. Having visited other Sex Offender Establishments, they are able to operate a more pro-active set up in terms of both the assessment and delivery of the needs of this ever-increasing group. We have observed special facilities for those who are terminally ill and seen an 'end of life' suite.

Doubling up of some cells in Residential Unit 7 is inappropriate and inhumane.

Are prisoners prepared well for their release?

We are happy to see, as a Board, that as a result of the recent Government initiative an increased impetus is now being given to the progression of IPP prisoners where possible. However, if this is not accompanied by increased resources, this will prove to be at the expense of other prisoners and delay their progression to release.

We have real concerns about the ability of some groups of prisoners within sex offender establishments to progress towards resettlement. No longer having specific frameworks in

place to facilitate this, we are concerned that any 'Through the Gate' prisoners aren't being fully prepared for their transition outside. The eventual consequence being a heightened risk of returning to prison and/or re-offending.

Main Areas for Development

TO THE MINISTER

Will the Minister review the provision of pre-release Resettlement facilities for the sex-offender population as a whole?

Will the Minister acknowledge the changing demographics of the prisoner population and put in place a national strategy for the older offender?

Will the Minister ensure that establishments such as HMP Bure operate at their 'certified normal accommodation' levels – for example, doubling up in cells has become standard practice at HMP Bure rather than a 'temporary' measure?

TO THE PRISON SERVICE

Property being lost between prisons is a serious issue which has failed to be addressed over a number of years. Tighter controls are needed on the amount of property being held by individual prisoners. There also needs to be an improvement in the recording of property on transferring to and upon arrival at an establishment.

TO THE GOVERNOR

Will the Governor ensure that a stringent protocol is put in place concerning the loss of prisoner property particularly upon arrival?

Improvements

Repairs to the kitchen have been completed, but there are ongoing snagging issues.

There has been a slight drop in the number of applications to the IMB from the last reporting year but the Board have continuing concerns about the availability of complaint forms on some Wings.

Recent changes with regard to vetting of calls have allowed prisoners to make contact with family or friends on their first night.

3 DESCRIPTION OF THE ESTABLISHMENT

HMP Bure opened on the 30th November 2009. The Certified Normal Accommodation is 604 and the Operational Capacity has increased to 654. 43.9% prisoners are over the age of 50. 74 prisoners are over 70 and the oldest prisoner is 86.

The site consists of: -

Residential Units 1-7
Healthcare Department
Segregation Unit
Multifunction Building including gymnasium, programme delivery, and World Faith Room
Workshops
Learning Resources Centre
Administration Block

Accommodation: -

Comprises of mostly single cells, however there are 4 cells in 5 of the residential units that can be used as doubles, together with a number of cells in Residential Unit 7 that have been converted for double occupancy.
There is one easy access cell on both Residential Units 5 and 6.
All cells on Residential Unit 7 have integral sanitation and showers and one is wheelchair accessible.
Each cell on Residential Units 1-6 has integral sanitation with the use of communal showers.

Reception Criteria: -

Normal reception arrangements apply. HMP Bure accepts Category C adult male sex offenders. Priority is given to East of England offenders, although this cannot be guaranteed.

Regime

The regime provides all those in the care of HMP Bure access to the following facilities: -

Education: -

Education is provided through a well-managed external contract with PeoplePlus. In April 2017 following an unannounced inspection by HM Inspectorate of Prisons the overall rating by Ofsted was 'Good'. Within the establishment the education provision reflects an emphasis on Basic Skills (Literacy and Numeracy), Key Work Skills, Social and Life Skills and IT all within the funding envelope of the SFA. Identified improvements have resulted in professional staff development taking place followed by further observations to assess impact.

Workshops and Programmes: -

External contracts with currently five companies are undertaken in three workshops. Accredited offender behaviour programmes are also run and these include programmes specific to the offender population.

HMP Bure provides a number of vocational courses in workshops, waste management and horticulture. The gardens have been enlarged and HMP Bure came fourth in a National Competition run by the Prison Service for the Windlesham Trophy.

Healthcare: -

HMP Bure has a Healthcare Centre covering 7 days a week Monday to Friday 08:00 and 18:30, Saturday and Sunday 08.00 to 17.30. Out of hours service is not provided by Virgin Care Services, the prison uses the NHS 111 service.

Gymnasium and Sports: -

HMP Bure has one gymnasium with programmes being staffed by 6 PE Officers. The gymnasium offers a range of accredited and recreational programmes. Working alongside Education they have successfully delivered 'Turning pages' to improve reading and 'One to One' to improve Maths.

Faith and Religion: -

The following groups have ministers/representation:
Anglican, Roman Catholic, Buddhist, Hindu, Jewish, Muslim, Pagan, Jehovah's Witness, Mormon, Free Church and Sikh.

There is one large multi-faith room which is located in the Multifunction Building.

4 SAFETY

On average Reception receives six to seven prisoners each week. Arrivals at HMP Bure find the Reception area is clean and staff ensuring they receive information and a health check. First night cells are clean and well prepared. Prisoners are given a number of leaflets to help them within the first 24 hours, and are supported by a Listener or Chaplain. Recent changes with regard to vetting of calls have allowed prisoners to make contact with family or friends on their first night.

Level of violence is low and records show that it is mainly insulting comments rather than assaults.

There have been 181 Assessment Care in Custody Teamwork (ACCT) procedures put in place in the accounting period. Many of those relate to a small number of individuals, some with mental health or personality disorder problems.

Complex Case Meetings are held every week by Officers with Health Care, Mental Health, Chaplaincy and when possible IMB. Minutes are received by IMB each week.

Bullying & Violence Reduction meetings are held bi-monthly. They are attended by Wing Representatives, Local Community Samaritans, Health Care, Chaplaincy and IMB. The meetings are relaxed, informative and supportive. Minutes are produced for wide circulation.

Security Meetings are held monthly with IMB attending or receiving minutes. Following the recent smoking ban there was an increase in illegal alcohol for a short time. Mandatory Drug Testing (MDT) security intelligence and substance abuse services indicate very little availability of illegal drugs. Security have identified occasions of misuse of prescribed drugs.

The work of the dog handlers is recognised in relation to maintaining security and conducting prohibited item searches. Child visitors entering the prison are dealt with sensitively and appropriately.

5 EQUALITY AND FAIRNESS

The Equalities Committee meets every three months with the IMB invited as observers. The prison demonstrates a clear and coordinated approach to eliminating discrimination throughout the establishment and fosters good relations. Black and Ethnic minority is 18.3%. The prison has 54 foreign nationals from 34 different countries. The transgender group continues to work well with support from staff and other prisoners.

The Discrimination Incident Report Form (DIRF) works well. All prisoners and staff are encouraged to use the system. Events are organised to educate and promote greater understanding of national, cultural and religious beliefs. Each Residential Unit has an Equality representative and meetings are held quarterly.

Delays in implementing Incentive and Earned Privileges (IEP) changes have been unacceptable, with 39% of prisoners in a recent HMI survey feeling they were being treated unfairly. Action has been taken to address the problem and it is being monitored by the Board.

Ormiston Families staff provide a caring experience for visitors to prisoners. Following requests from visitors, family days have been rearranged to school holidays reducing the need to remove children from school during term time. This has been against a background of uncertainty due to changes of provider and possibility of staff redundancy. At the time of writing a new provider, Spurgeons, has been appointed and visitor facilities and support arrangements are currently in a period of transition.

The Board wishes to recognize the commitment over the last 8 years of Ormiston Families Manager and Staff who have maintained a good service, caring for visitors and children. In addition, their personal fundraising activities provided an outside play area essential for small children travelling long distances to visit prisoners.

With a continuing increase in older prisoners the Board remains vigilant in ensuring their social needs are met. The Board continues to monitor the recommendations of Norfolk Social Services regarding specialised equipment, however, there are certain constraints, for example the small size of cells.

We are pleased to note that prisoners are trained and encouraged to be wheelchair pushers. This has proved to be beneficial to both parties.

Turning to membership of the IMB itself, the Board would welcome candidates from varying backgrounds to join IMB, however the proportion of ethnic minorities in the population of Norfolk is below the national average which has an impact on recruitment.

6 SEGREGATION/CARE AND SEPARATION UNIT

The Segregation Unit has 10 cells and on occasions has accommodated prisoners from HMP Norwich for short stay to support pressures experienced at that establishment. The Board is always advised when any prisoner is taken to segregation.

Force is rarely used and the HMIP reported in their survey that there was far less force used than in similar establishments. Special accommodation has been used on 4 occasions. There were 3 dirty protests.

The Board visits segregation prisoners frequently. The majority of prisoners feel they are treated fairly and with respect which is borne out with accurate reporting. The more challenging prisoners are dealt with in a professional manner and officers work well together as a team alongside Chaplaincy, Health Care, Mental Health and Gym staff.

The unit is extremely clean. One of the cells converts into a constant watch cell. There have been a small number of prisoners, some with mental health issues, who require constant watch and these tend to be the same prisoners on frequent basis.

During the reporting year there have been 852 adjudications of which 290 were adjourned for either the presence of the reporting officer or for the offender to obtain legal advice. This is an increase on last year but it is invariably the same offenders involved.

Board members are advised of adjudications and reviews and encouraged to sit in as an observer. The Board monitors Governors and Independent Adjudicators and is satisfied that offenders on adjudication have every opportunity for a fair hearing and sentencing is consistent. The Independent Adjudicator heard 66 cases in the reporting year. There were 28 appeals with only 7 successful in their appeal.

7 ACCOMMODATION (including communication)

Residential Units are clean, bright and in good state of repair.

There are, however, serious concerns regarding the increasing number of prisoners being expected to “double up” in cells that are not designed to be inhabited by more than one person. For example:

- access to a “double up” cell may affect the ability to give emergency treatment in event of illness or accident
- there is one toilet with a decency curtain which does not eliminate embarrassment
- only one shared chair and table available and the height of the bunk beds does not allow a prisoner to sit comfortably
- there is insufficient storage space for prisoners’ property

Those with serious disabilities in Residential Unit 7 are not considered suitable for “double up”.

Prisoners in Residential Unit 7 have good recreational areas and can eat communally. Recreational areas in Residential Units 1-6 lack space. These areas are used for serving meals and prisoners are required to go into ‘lock down’ in their cells to eat their food.

The bi-monthly kitchen meetings are well attended by kitchen representatives and kitchen staff. These provide opportunities for discussion and sharing of information. The Board regularly monitors food preparation and service.

Canteen representatives’ meetings are well attended, with wing representatives collating information from prisoners regarding changes to the canteen lists. These discussions are held in a relaxed manner. At the time of writing this report a new system for ordering is being trialed.

Prisoners have opportunities for exercise each day in the open air and additional activities are available in the gym. Gym staff demonstrate a strong commitment to the health of both prisoners and prison staff. Outside activities, weather permitting, have been introduced for able-bodied, disabled and elderly prisoners.

Following the structural repairs to the kitchen there have been continuing issues with snagging in the reporting year. Staff shortages, which could not have been predicted, have at times proved challenging but both kitchen staff and prisoners have managed the situation well and continued providing meals for approximately 650 prisoners on a daily basis.

Property continues to be a problem on transfer between establishments with valuable items such as legal documents and personal photographs often lost in transit. The Board is not confident that communication is good between establishments with some prisons ignoring enquiries from administration staff. There seems to be no continuity in ensuring property is following a prisoner and there is no robust audit trail.

8 HEALTHCARE (including mental health and social care)

HMP Bure Healthcare Department is available seven days a week Monday to Friday 0800 to 18.30 or lock down, Saturday and Sunday 0800 to 17.30 or lock down. Out of hours service is not provided by Virgin Care Services, the prison uses the NHS 111 service.

The inspection of health services was jointly undertaken by the Care Quality Commission (CQC) and HM Inspectorate of Prisons under a memorandum of understanding agreement between the agencies. The CQC found no breaches or concerns about regulations during the inspection. The overall result was 'Good'. Virgin Care Services has implemented the recommendations of CQC.

The Board has identified the following areas of concern:

- i) Staffing levels fail to match Virgin Care Services contract delivery specification. Although we have no clear evidence of the above affecting performance or delivery we have noted the impact of holidays and sickness on staffing levels. Action has been taken to recruit staff, with a newly appointed paramedic, but the remoteness of the prison combined with poor public transport and the delays in security clearance impacts on recruitment.
- ii) As a result of applications to the Board, witnessing medication queues and talking to prisoners the delivery of medication isn't always consistent and smooth running.
- iii) At the time of writing Comp 1 applications are automatically transferred to Virgin Care Services Patient Advisory and Liaison Service (PALS). The aim is to initially answer all complaints within 5 working days. If not possible or unsatisfactory, a face to face meeting is arranged. The Board hopes this will be effective but raises a concern that our future monitoring may be more difficult.
- iv) The Board has reservations about communication between the Prison, Health Care, NHS and Social Services, particularly considering the size of the over-60 population and their inevitable increasing needs. There are issues regarding accommodating prescribed NHS medical and Social Services equipment in cells due to size and potential security issues.

Our general overview of Healthcare at HMP Bure is of staff committed and dedicated in their delivery to patients commensurate with that in the Community at large, but with the reservations stated above.

9 EDUCATION AND OTHER ACTIVITIES

The Board's observations of the Education Department have shown a relaxed atmosphere with a motivated team leading to successful outcomes for prisoners.

The Board recognises the hard work of Staff in workshops and gardens, who have also encouraged prisoners in new skills. However, some prisoners with a wide range of skills and experience are not being utilised or encouraged to share their expertise and training allowing the building of self esteem.

During the current reporting year, in 2017, Education was inspected by Ofsted with a result of 'Good'. The Board congratulates Management, Staff and Prisoners on achieving this excellent result.

On the basis of that and the general lack of applications we have received relating to Education we do not feel we need to make any further comment in this area.

10 WORK, VOCATIONAL TRAINING and EMPLOYMENT

HMP Bure offers a wide range of Vocational Training and Employment opportunities. There are currently 16 Vocational Qualification on offer, in most cases up to Level 2. Course retention rates are 99.61% and success rate is 98.42%.

Employment opportunities include gardening, light assembly work, welding, making camouflage nets for the MoD, waste disposal, cycle maintenance, kitchen and general orderly work around the establishment. On average there are 455 activity spaces available per session in a population of 654.

Bearing in mind the age and nature of our offenders there has been considerable effort by Management to seek work within HMP Bure for prisoners via contacts with Local Authority Leaders, Prison Industries, Business Leaders and Enterprise Parks.

A bid for more up to date equipment to attract new types of contracts is being made. There are limitations to the work on offer due to lack of space available within the new workshop buildings on site. Bricklaying and plastering is being considered as a good option and an area within the establishment has been identified.

There has been an improvement in the number of work opportunities although some of the light assembly work is repetitive and mundane. Some prisoners refuse to engage in work or education while others are unable to work due to health or health and safety issues. A number of our prisoners past retirement age wish to work either full time or part time and this in the main is accommodated but priority being given to those who have not reached retirement age.

The Pay and Employment Policy is currently being reviewed and updated.

Special mention should be given to staff who manage the gardens and the prisoners who have worked with such pride achieving fourth place in the National Competition for Prison Gardens. Workshops have provided additional features, enhancing the flowerbeds and other areas. Despite living in one of the driest areas of the country our gardens provide an environment which benefits both staff and prisoners in their daily lives.

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11 RESETTLEMENT PREPARATION

HMP Bure is not designated as a resettlement prison. As a result, it does not have community rehabilitation provision, even though it releases up to 20 prisoners a month into the community. Most prisoners should move to a prison in their release area for resettlement activity to take place but this does not happen.

A survey was conducted in co-operation with the Offender Management Unit and supported by prisoner representatives from each wing. There was a 65% response.

36% of those surveyed were IPP (Imprisonment for Public Protection) prisoners

88% of those surveyed knew their Offender Supervisor.

53% were aware of their Sentence plan targets

23% had been through the Parole Process.

57% felt they were well supported

13% were within 3 months of release and the majority felt unprepared for release.

62% of those surveyed did not use the Drop In centre.

Following the survey, discussions were held with OMU Management, the outcomes are below:

Staff work diligently with agencies, particularly children's services. Response from some agencies is slow impacting on the belief by prisoners that OMU staff are responsible for the delays. Adding to the pressures of OMU is the continuing problem of prisoners being sent from other establishments without a full risk assessment or awaiting responses from outside Probation Officers thus impacting on the department.

The temporary changes to the core day have affected the opening time of the Drop In Centre and does not allow prisoners enough time to fit in a visit with their work and education schedules. The withdrawal of other agencies i.e. Citizen's Advice, Debt Advice, NACRO and 'Through the Gate' changes have increased the workload of Supervising Officers.

The Survey and the Board's observations of the use by some Wing Staff of the recently introduced "5-minute intervention" is disappointing. Prisoner concerns could, in the main, be dealt with by using this method of intervention as soon as an issue arises. Along with the newly appointed OMU Representatives on each Wing, the need for Prisoners to access the Drop-in Centre or raise a complaint could be reduced. This would allow more time for Supervising Officers, Complaints Department, IMB and other parties to deal with more serious or complex issues.

Following the HMIP Report in June, management and staff have worked hard to effect change. OMU prisoner representatives have recently been appointed to each wing in order to improve communication.

BOARD STATISTICS	
Recommended Complement of Board Members	12
Number of Board members at the start of the reporting period	6
Number of Board members at the end of the reporting period	5
Total number of visits to the Establishment	299
Total number of segregation reviews attended	15

Code	Subject	Current reporting year	Previous reporting year
A	Accommodation including laundry, clothing, ablutions	23	19
B	Discipline including adjudications, IEP, sanctions	10	25
C	Equality	0	1
D	Purposeful Activity including education, work, training, library, regime, time out of cell	12	18
E 1	Letters, visits, phones, public protection restrictions	42	32
E 2	Finance including pay, private monies, spends	11	9
F	Food and kitchens	2	8
G	Health including physical, mental, social care	32	24
H 1	Property within this establishment	13	8
H 2	Property during transfer or in another establishment or location	32	33
H 3	Canteen, facility list, catalogue(s)	14	15
I	Sentence management including HDC, ROTL, parole, release dates, re-categorisation	10	15
J	Staff/prisoner concerns including bullying	37	66
K	Transfers	16	9
	Total number of IMB applications	254	282