



**Annual Report**  
of the  
**Independent Monitoring Board**  
at

**HMP Bullingdon**

**For reporting year  
1 July 2017 to 30 June 2018**

**Published  
10 December 2018**



*Monitoring fairness and respect for people in custody*

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### 1 STATUTORY ROLE OF THE IMB

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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.

The Board thanks the Governor and his staff for their co-operation with the IMB in its production of this report.

This report presents the findings of the Independent Monitoring Board (IMB) at HMP Bullingdon for the twelve-month period 1 July 2017 to 30 June 2018. The evidence on which it draws comes from observations made on visits, informal contact with prisoners and staff, information obtained when responding to applications from prisoners, attendance at formal meetings in the prison, and scrutiny of a wide range of prison records and data.

### **Main judgements**

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#### **Are prisoners treated fairly?**

Generally prisoners are treated fairly. Limited resources inevitably impact on the management of prisoners despite the many efforts of staff and many prisoners to sustain a positive and decent environment. It is not unusual for prisoners, who are well aware of staffing constraints, to comment on the support and helpfulness of staff. There have been many occasions when we have observed officers and other staff interacting skilfully and professionally with prisoners, and we are aware of many situations in which officers and staff have shown courage and resolve in very difficult circumstances.

Governors are committed to running a stable and consistent regime; and high levels of prisoners attending education, activities and other purposeful activity contribute to violence reduction, a stable and predictable environment, and the fair treatment of prisoners.

Some cases of unfair treatment may be noted. Vulnerable prisoners (mainly prisoners who have committed sexual offences) are treated unfairly in Reception (see below 4.3), and in the early days of their sentence (see below 7.2). This in turn has consequences for the fair treatment of other prisoners in the induction wing of the prison (see below 7.2).

Administrative backlogs in the use of the Offender Assessment System mean that some prisoners are treated unfairly because these backlogs impact on the management of their sentence and their preparation for release (see below 11.3).

The IMB also has concerns that prisoners with little capacity to communicate in English are treated unfairly (see below 5.7, 5.9), as are some older prisoners (see below, 8.12) and some prisoners with mental health conditions (8.9).

This is the third year in which the IMB has reported concerns about safety in the prison. Levels of violence and recorded drug misuse have increased significantly during the reporting year (see below 4.4). This can lead to a hostile environment which is unfair for both prisoners and staff.

## **Are prisoners treated humanely?**

On the whole, most prisoners are treated humanely. The prison's stable and predictable regime contributes to a humane environment in which most prisoners have regular time outside their cells, and opportunities to take part in a widening range of education, work and other activities. The work of the Visitors Centre (see below 5.20) and the organisation of family days (see below 5.21) also contribute to the humane treatment of prisoners.

The IMB continues to have serious concerns about the length of time that some prisoners remain in the SSCU (Segregation Unit), where they are held in what amounts to solitary confinement (see below 6.2).

The Board questions whether having many prisoners doubled up in cells designed for only one occupant is humane (see below 7.1).

Failures to take proper care of prisoners' property have a bearing on whether prisoners are treated humanely, since the loss of property of a personal nature can lead to great distress (see below 7.10).

## **Are prisoners prepared well for their release?**

Preparation concerned specifically with release is variable, and often under-resourced. However many activities provide structure and opportunities to work with other people. Among the courses most clearly important in preparing for release are those that lead to qualifications required for certain types of job. These include a qualification required for employment in the construction industry (see below 9.5). Other activities such as family days (see below 5.21), awards ceremonies (see below 5.22) and the Dads Aloud scheme (see below, 9.11) make an important contribution since they each help some prisoners to maintain links with their families. The Visitors Centre also plays an important role (see below 5.20).

At the end of the reporting year the backlog in Offender Assessment System plans is double what it was last year (see below 11.3, cf; last year's report, 11.3). This is a matter of significant concern since elements of these plans (including sentence plans and risk assessments) are key tools in addressing recidivism and preparing for resettlement.

Many prisoners are released without either stable accommodation (see below, 11.10) or employment (see below 11.8). Such factors are beyond the control of prison staff but they increase the likelihood of further offending.

## **Main Areas for Development**

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### **TO THE MINISTER**

1. How will the Minister learn from the failures associated with the poorly negotiated and supervised contract with Carillion, and ensure that such mistakes are avoided in the future? And what steps will he take to ensure that the service provider now contracted to maintain the prison estate, including Bullingdon, will receive the resources that it needs to deal with the backlog of maintenance issues that has accrued?

2. Increased staffing levels are welcome, but it will take a long time to build up the amount of experience and knowledge that has been lost as a result of past staff cuts and subsequent attrition. How will the Minister ensure that staff levels are maintained at an adequate level for the future?

3. Changes in the prison population include increasing numbers of elderly and vulnerable prisoners. Will the Minister review the provision for these prisoners in the prison population as a whole, noting the examples in this report (see below 8.12, 7.2) of the unequal treatment that they receive?

4. Will the Minister take steps to tackle the problem of overcrowding in Bullingdon, and in other prisons, since it impacts on the prison's capacity to treat prisoners fairly, keep them safe, and prepare them for release?

5. The increase in violence and drug misuse warrants major concern for the safety of prisoners and staff. What steps will the Minister take to enable the Prison Service to respond more effectively to these problems across the prison estate, noting the evidence in this report (see below, 4.4)?

## **TO THE PRISON SERVICE**

1. The recent recruitment drive has been welcome, but the prison has lost many experienced staff (see below, p.8 description of the prison). How will the Prison Service take steps to address the issues of retaining staff, both nationally and locally, recognising that many factors are outside the control of governors and staff in prisons such as Bullingdon? And how will it ensure that they are able to receive the training and professional development that new staff need if they are to succeed in their role?

2. How will the Prison Service address the endemic losses of prisoners' property, both when they are moving between prisons and within each establishment? (See below 7.10).

## **TO THE GOVERNOR**

1. Given that the proportion of experienced operational staff is now so low (see below, p.8, description of the prison), how will the Governor ensure that new officers and other staff receive the training and mentoring that they need to develop in their roles? And what steps can he take to retain good recruits (although the Board recognises that many factors are outside his control)?

2. How will the Governor set out to address the changes in culture and practice that are required if procedures for looking after prisoners at risk of self-harm or suicide (ACCT and associated procedures) are to be used more effectively? (See below 4.10-12, 4.19.)

3. What steps will the Governor take to address the problem of the backlog in Offender Assessment System plans? (See below 11.3)

4. Is the Governor confident that staff are taking reasonable steps to look after prisoners' property, in line with prison requirements, on those occasions when property is or should be in their care? (See below 7.10)

## Improvements

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The Board reports the following improvements:

1. A recent recruitment drive for uniformed staff (see below p.8, description of the prison) has led to improved staffing levels, but it will take time for operational staff to gain the experience that they need.
2. The new Offender Management in Custody model has been introduced on one wing so far (see below 11.1). This means that there is now a larger number of officers on this wing, which allows more time for building relationships and working towards rehabilitation and resettlement of prisoners.
3. The large number of staff who have completed some or all of the Suicide and Self-Harm (SASH) training (see below 4.9), although the Board has concerns about how this translates into practice (see below 4.10-12, 4.19)
4. More efficient running of the SSCU (see below 6.1)
5. The installation of new washing and drying machines which improves the decency with which prisoners are treated and also safety on the wings (see below 7.4)
6. Greater cleanliness in the Healthcare Unit (see below 8.2)
7. New facilities for healthcare treatment in the prison (see below 8.5)
8. Better communication between healthcare and the NHS Commissioners about prisoners who need specialist mental health treatment that the prison cannot provide (see below 8.10)
9. Increased attendance of prisoners at adult learning (see below 9.1), and improved provision and outcomes (see below 9.5, 9.7, 9.8).
10. The re-laying of the prison's outdoor artificial sports pitch and the opportunities that this resource presents (see below 9.12)
11. More frequent use of Home Detention Curfew (HDC; see below 11.6), which helps to reduce overcrowding within the prison.

### 3 DESCRIPTION OF THE PRISON

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HMP Bullingdon is a local and resettlement prison situated near Bicester in Oxfordshire. It serves Oxford, Reading and Swindon Crown Courts and the Magistrates' Courts in Oxfordshire and Berkshire. It also serves as a resettlement prison for the Thames Valley, Hampshire and the Isle of Wight. It holds sex offenders under treatment, and some young adults. These differing functions mean that it is a complex prison that faces a range of operational challenges.

Its Certified Normal Accommodation is 869, but it has an operational capacity (i.e. permitted maximum capacity) of 1114 and often accommodates in excess of 1100 prisoners. In the twelve months of this reporting year it operated with an average occupancy of 1096 (compared with 1109 in 2016-17, 1095 in 2015-16, 1100 in 2014-15, 1093 in 2013-14 and 1063 in 2012-13). This means that many prisoners share cells that were designed for only one occupant (see below 7.1). Prisoners are often transferred at short notice in or out of the prison, and the large number of prisoner movements (see below 4.2) makes it difficult for prison staff to engage effectively with many of the prisoners whom it holds.

In June 2017, just before the start of the current reporting year, the prison had 54 fewer staff than its nationally-determined 'benchmark' figure. In June 2018 that shortfall had reduced to six. This filling of vacant places and recruitment of new officers is very welcome, but needs to be balanced against difficulties retaining experienced staff. In the period July 2017 to June 2018 50 staff left Bullingdon for a variety of reasons. These include resignation, medical dismissal, and transfers to other prisons. 35 of those leaving had two years or more experience with an average experience of nine years each. 22 of the 50 had over five years of experience with an average figure of 14 years each.

Two members of staff were awarded Governor's commendations during the reporting year. Five individuals and one departmental team were awarded High Sheriff's awards. The Mental Health In-Reach Team won an award for being the most outstanding nursing unit across the South Staffordshire and Shropshire NHS Trust. Two members of education staff were given teaching awards.

## B Evidence sections 4 – 11

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### 4 SAFETY

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#### Reception and Induction

4.1 Safety screening for prisoners begins when they arrive in Reception and continues when they move to first night cells on the prison's induction unit. A 'Head of Early Days' role has been created to improve this reception and induction process.

4.2 The turnover ('churn') in the prison is high. Approximately 15,000 men passed through Reception in the reporting year. Some were already at the prison and returning from visits to court or to hospital, or were moving between prisons. However each week an average of 79 new prisoners entered from the community – more than 320 new prisoners a month out of a total of about 1,100 men.

4.3 It is now more than four years since the IMB raised with the prison the lack of a TV in the small holding cell in Reception for vulnerable prisoners (mainly prisoners who have committed sexual offences). Other newly-arrived prisoners are able to occupy themselves by watching TV so it is not fair that newly-arrived vulnerable prisoners cannot do the same, especially since arrival in prison is a period of heightened risk. The issue becomes increasingly acute as the number of vulnerable prisoners increases.

#### Violence Reduction

4.4 Violence levels are significantly higher than in past years, as is the number of incidents in which prison staff use force. Differences between this year and last year are as follows:

	July 16-June 17	July 17-June 18
Number of prisoner on prisoner assaults	123	184
Number of assaults on staff	86	126
Number of fights	67	101
Number of times officers used force	506	636
Drug finds	149	249
Mobile phone finds	59	153
Weapon finds	124	125

These figures illustrate the very difficult and challenging environment in which prisoners live and staff work and which impedes progress toward rehabilitation. Many uses of illegal drugs, especially new psychoactive substances (NPS, or 'Spice') are unrecorded. Members of healthcare staff are called out only to attend the most serious cases. In June 2018 they were called out 53 times to deal with prisoners thought to be under the influence of NPS.

4.5 Bullingdon knows that violence can peak at certain times and locations, but the causes are varied. They include debt-related bullying, drug use and supply especially NPS ('Spice'), and gang-related activity in prison and in the community. Another factor is the changing prison population, with young prisoners more likely to be volatile and more ready than older prisoners to use weapons.

4.6 The availability of a dog handler and intelligence-led searches for drugs, phones and weapons help staff assert their authority, which is a significant factor in preventing violence. Also crucial are the use of body-worn video cameras (BWV) and the introduction of CCTV on two wings, as well as the work of the prison's violence reduction analyst and prisoners acting as violence reduction reps. Governors are committed to running a stable and consistent regime, and high levels of prisoners attending education, activities and other purposeful activity (see below, 9.1) clearly contribute to violence reduction.

4.7 44 prisoners were tried and convicted at court during the reporting year on charges relating to crimes committed in the prison. The total length of additional sentences that they received was 28 years and eight months. The longest single sentence given was three years. The shortest was two weeks. 29 of the sentences were for between four and ten months. 27 of the convictions were for possession of a mobile phone. This outcome has been achieved through the work of the police team located on-site who have obtained the evidence that led to these convictions.

## **Supporting prisoners at known risk of self harm and suicide**

### **ACCT and SASH training**

4.8 Senior staff recognise and articulate the need for improvements in the use of ACCT (Assessment, Care in Custody and Teamwork) paperwork and associated procedures, and the prison now monitors ACCT documents in a systematic way. Last year's IMB report noted that as of 4 May 2017 only 42 out of 417 staff had training that was in date, and that the prison introduced a six-module SASH (suicide and self-harm) training course later that month.

4.9 This course includes training in ACCT procedures and related issues such as recognising risk and trigger factors for suicide and self-harm, how to speak to prisoners identified as at risk, and how to refer them for specialist support (e.g. to the mental health team). By the end of June 2017 eight members of staff (five trainers, and three members of the safer custody team) had completed all six modules, and more than 100 members of staff had completed one module. As of the end of June 2018, 282 members of prison staff and other people working in the prison had completed all six modules of the course.

4.10 However, it is unclear if the high level of training completed translates into practice at an operational level, and whether SASH training helps staff in their use of ACCTs. The prison's own monitoring of ACCT procedures has improved, but the use of these procedures is not yet consistently good. The IMB shares the prison's concerns about the quality of ACCT records and procedures, and some staff appear reluctant to change their practice, even after training. A particular concern is that many ACCT reviews do not always include non-operational staff such as healthcare or chaplains in addition to prison officers. This is despite a requirement for reviews to be multi-disciplinary.

4.11 Concerns about these procedures are recorded at the monthly safer custody meetings attended by senior staff including the governors managing residential units. However the attendance of prison officers from the wings is sporadic, and it is not clear how the prison management's aspiration for better implementation of ACCT procedures is communicated to officers who work directly with prisoners who have been identified as at risk of self-harm or suicide.

4.12 Concerns about Bullingdon's implementation of these procedures have been recorded by the Oxford Coroner, by Her Majesty's Inspectorate of Prisons (HMIP) (most recently in their 2017 and 2015 reports), and in the reports into deaths in custody conducted by the

Prison and Probation Ombudsman (PPO) (on which see below 4.18, 4.19). IMB members are aware of many officers and other staff working effectively to support at risk prisoners, but we cannot be confident that the prison is making satisfactory progress to implement ACCT procedures in a reliable and consistent way.

4.13 During the twelve months of the current reporting year 743 ACCT files were opened on prisoners considered to be at the risk of self-harm or suicide. This compares with 570 ACCT files opened in the eleven months of the reporting year 2016-2017, and 656 opened in the twelve months of the reporting year 2015-2016.

### **Listener suites**

4.14 In December 2017 the prison decided to create a 'Listener suite' on each wing, i.e. a room specifically for the use of 'Listeners', who are prisoners whom the Samaritans train to provide support to other prisoners who are under pressure or in distress. As of June 2018 two Listener suites were available for use.

### **Deaths in custody**

4.15 Three prisoners died in Bullingdon during the reporting year; one man on 14 December 2017, one man 12 January 2018, and one man on 17 April 2018. In the previous reporting year there were two deaths, and seven in the 2015-16 year.

4.16 Shortly after every death in custody the Prisons and Probation Ombudsman (PPO) conducts an investigation, but its report is not made public until after the Coroner's Court has reached a conclusion on the circumstances of the death. During the reporting year the PPO has published on its website three reports relating to deaths in custody at Bullingdon.

4.17 One report relates to a man who died from natural causes on 6 Feb 2017. The PPO was satisfied that the prisoner received care equivalent to that in the community, but expressed concern that he was unjustifiably restrained on transfer to hospital.

4.18 The second report is on a man found hanged in his cell on 11 July 2016. It records concerns 'that staff at Bullingdon missed opportunities to act on [the man's] evident risk factors and did not use suicide and self-harm procedures appropriately'. It notes that 'one staff member was concerned about [the man's] risk ... but did not have sufficient training or experience to start suicide prevention procedures'. The report includes a recommendation to the Governor about the use of ACCT procedures, and about staff training in the use of these procedures.

4.19 The third report relates to a prisoner found hanged in his cell on 12 June 2014. It refers to some good support that the man received for his mental health care, but also some gaps in provision that it required the prison to address. It also required the prison to address a number of deficiencies in the operation of its suicide and self-harm (i.e. ACCT) procedures. These requirements included the need for all staff to be refreshed about the ACCT process, and the need for ACCT reviews to be conducted by multi-disciplinary staff.

## 5 EQUALITY AND FAIRNESS

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5.1 The prison has two main sources of information about issues relating to its public sector equality duties. First, there is the data in the Equalities Monitoring Tool (EMT). This information is prepared centrally by HM Prison and Probation Service (HMPPS) and is interpreted locally by the Bullingdon Equalities Action Team (BEAT). The data is often delayed – for example, the data for the last quarter of 2017 was not available until April 2018. As the average stay of a prisoner at Bullingdon is between three and six months, the composition of the population could shift considerably during this timeframe.

5.2 Second, BEAT organises forums covering six ‘protected characteristics’ (age, disability, gender reassignment, race, religion and belief, sexual orientation) and involving men from across the prison. It considers any issues raised alongside the available quantitative data. Unfortunately, the forums are held infrequently. There were only two in the twelve months of the current reporting year, whereas there were four in the eleven months of the 2016-17 reporting year. The IMB cannot be confident that prisoners with protected characteristics suffer no discrimination.

5.3 The 2017 HMIP report noted that the promotion of equality was undermined in some areas by the shortage of staffing. This continues to be the case.

5.4 The Equalities Action Plan was under revision in June 2018 in order to give it a sharper focus.

5.5 A prisoner who feels he has experienced discrimination may submit in confidence a Discrimination Incident Reporting Form (DIRF) which is considered by the Deputy Governor. In the third and fourth quarters of 2017, only four and three DIRFs respectively were received, compared with 25 in the second quarter. The reasons for the drop are not clear, although at times the availability of forms around the prison has not been consistent and information about DIRFs may be unevenly displayed. The situation is being reviewed in case the low number of DIRFs is not a reflection of the amount of discrimination experienced by prisoners. The IMB is not confident that prisoners who complain of discrimination receive a satisfactory response.

5.6 Foreign National Prisoners (FNP), comprising 40 nationalities in May 2018, make up about 10% of the population. Irish, Romanian, Polish, Albanian and Jamaican are the most frequently-occurring nationalities. A limited amount of information in languages other than English is available around the prison, for example on noticeboards. The recently appointed Communications Officer is to look at this matter as part of a wider review of communication and information issues.

5.7 A telephone-based interpreting service is available in a range of languages. However, there have been difficulties with equipment and only two fully functional sets (one in Reception and one in the Offender Management Unit (OMU)) were available for most of the year. Ten new sets were delivered in June 2018 so that a set can be located on each unit; it is too early to assess the impact of this provision. Interpreting is not consistently used across the prison and reliable data about the extent and pattern of use are still not available to enable the prison to monitor its use effectively. The provider (‘Big Word’) also offers a useful translation service for documents.

5.8 Healthcare, which has its own equipment, currently uses a different provider, ‘Language Line’. Use of this service fluctuates according to need, but has risen slightly this year; Healthcare receives eight to ten invoices for services each month.

5.9 The prison needs to make a more consistent effort to ensure that appropriate provision is made in other languages to ensure that the various needs are met of prisoners who have little or no ability to communicate in English. The need for improvement was highlighted in last year's report. Prisoners can hardly be treated fairly and humanely if communication with them is ineffective.

5.10 Staff in the prison library are proactive in reviewing the range of publications held in languages other than English in order to match the different languages spoken by prisoners. The library has a standard message in a number of languages, including Albanian, Romanian and Polish, which it sends to identified prisoners to inform them that books are available in their language. When Bullingdon does not cover a particular language, it arranges to borrow from another prison (HMP Huntercombe), whose population comprises exclusively foreign national prisoners.

5.11 'Roll-on, roll-off' ESOL (English for Speakers of Other Languages) courses are available for prisoners whose English is limited. They may progress from ESOL to mainstream Level 1 and Level 2 English courses.

5.12 There are opportunities for corporate and personal worship for members of all faiths represented in the prison. The largest faith groups have a weekly meeting with their faith chaplain; other faith groups meet monthly. The two full-time chaplains are supported by a number of sessional chaplains drawn from a range of World Faiths and different Christian traditions, although finding sessional chaplains for some faiths (e.g. Mormon, Rastafarian) presents a challenge, and by volunteers. Delays in sending prisoners from wings mean that they do not always arrive on time, or that the start of services is delayed.

5.13 As well as faith-specific work, the Chaplaincy team has a wide range of commitments throughout the prison. Pressures on chaplains' time mean that they are stretched to cover their regular duties, let alone undertake new initiatives. Visits to prisoners about to be discharged are sometimes delayed until they are on the point of release rather than taking place two weeks before release in order to allow time for any contacts to be made on their behalf. The prison, in response to last year's HMIP report, has strengthened the Chaplaincy team: the part-time Roman Catholic chaplain post is to become full-time and the hours for the Free Church and Muslim chaplains are to be doubled. The highly experienced Anglican chaplain is about to retire after more than twenty years service; an advertisement has been placed for a full-time successor. The Chaplaincy has one administrator who continues to carry a considerable workload.

5.14 About 15% of prisoners at Bullingdon are over the age of 50; they are defined as 'older' because they are more likely than non-prisoners of the same age to suffer from poor health. The number of older prisoners has increased. In June 2018, 36 prisoners were aged 60-69 and 25 aged over 70 (compared with 30 and 21 in 2017). In June 2018 the oldest prisoner was 88.

5.15 In June 2018 there were 303 prisoners in the age range 21-29. In line with national trends, prisoners in this age group are most likely to face an adjudication charge (i.e. a charge for an alleged offence, which is heard in the prison before a governor or a judge). The number of 'young adults' (aged 18-20) stood at 66 in June 2018 and in the last year there were never fewer than 58 Young Offenders. About 40% (28/66 in June) were sentenced and too many of these younger prisoners (eight in June) remained for over a year, even though young adults held in Bullingdon while on remand are meant to be moved on to YOIs (Young Offender Institutions) as soon as they are sentenced.

5.16 In May 2018 about a third of prisoners had a stated disability of some kind; of these men over half were subject to mental illness and/or learning difficulties.

5.17 Care plans are in place to ensure that the needs of individual transgender prisoners are respected.

5.18 Available monitoring data suggest that LGBT (Lesbian, Gay, Bisexual and Transgender) groups are not disadvantaged, but in a prison with a high churn it is likely that gay men will be reluctant to come out.

## **Visits**

5.19 The visits booking office was under pressure for a time but a staffing vacancy was filled in May 2018. The demand for weekend visits is high, partly because weekday travel by public transport can be prohibitively expensive for some visitors. Applications for visits are now made predominantly via email, but telephone bookings can be taken on weekdays.

5.20 The Visitors Centre, located just outside the prison walls, is open before and after visits. Its welcoming atmosphere and the support that it provides are very important, especially as the out-of-town location of the prison is difficult for families and other visitors who travel by public transport.

## **Family Days**

5.21 Six family days are organised each year. The prisoners and their families value these opportunities which provide much more time for them to spend together than on an ordinary visit.

5.22 Award ceremonies to celebrate a range of prisoner achievements also contribute to fostering family relationships. They recognise success on courses and allow visitors to extend their visiting period.

## 6 SEGREGATION/CARE AND SEPARATION UNIT

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6.1 The SSCU was one of the prison's 'six-to-fix' priority areas mentioned in last year's report. The IMB is pleased to report definite improvements in the day-to-day running of the SSCU. These include better administration of segregation reviews (also known as GOOD boards, since they determine the length of time for which a prisoner may be held in the SSCU on the grounds of the 'good order and discipline' of the prison; see below 6.7) and improved communication with the IMB (see below 6.6).

6.2 However some prisoners continue to be held on the SSCU for long periods of time. This can be for a variety of reasons, e.g. for a prisoner's own safety, awaiting transfer, or refusing to return to a wing. 26 prisoners spent more than 42 days in the SSCU and one prisoner was there for 14 months.

6.3 The welcome progress noted above has taken place in spite of increased levels of drug use (particularly NPS) and higher levels of violence throughout the establishment that have resulted in a significant impact on the levels of occupancy in the SSCU. These have varied between a low of seven and a high of 23 and have averaged 17 at the end of each month.

6.4 Improved staffing levels together with greater consistency in the deployment of the same officers working in the unit have proved beneficial, particularly when dealing with long-term residents and the challenges that they raise. Officers have dealt very professionally with a number of difficult prisoners, including some whose behaviour (e.g. dirty protest) meant that it was not possible for them to be relocated either within Bullingdon or transferred easily to another prison.

6.5 In last year's report the IMB welcomed the introduction of SSCU action plans for prisoners located in the SSCU for reasons other than for cellular confinement of limited duration. These are intended to provide a framework to assist with returning prisoners from SSCU to other wings in the prison. Their compilation had been somewhat sporadic earlier in the year but these useful and informative reports are now being more consistently prepared, helped by the fact that the custodial manager responsible for the SSCU has been allocated his own office and computer.

6.6 There has been a marked improvement in the last few months in the IMB being formally notified of new arrivals in the SSCU. This has helped the Board fulfill its obligation to see each prisoner within 72 hours of his arrival in almost all instances. Special Accommodation (a cell which is used only for the shortest time necessary to hold a violent or noncompliant prisoner to prevent him from injuring himself or others, damaging property, or creating a disturbance) has been used five times during the year and the IMB were advised of its use on all occasions.

6.7 The help of a clerical assistant means that inconsistencies previously found in the preparation of paperwork for segregation reviews have reduced, although some errors do still occur. The IMB appreciates the improvement in the consistency in the timings of the segregation reviews introduced at the start of the reporting year, which has eliminated much of the previous unnecessary waiting around. However, the punctual attendance of a member of healthcare staff (whose attendance at segregation reviews is mandatory) on a regular basis still has room for improvement. The Board has attended 274 segregation reviews and continues to be impressed by the way governors have dealt with the prisoners and how they have endeavoured to reduce the number of prisoners refusing to relocate back to normal locations for various reasons e.g. gang activity, debt issues, personal safety concerns.

6.8 The number of adjudications (internal prison hearings in which alleged disciplinary offences are heard by a senior member of operational staff who has been trained to act as an adjudicator) has increased. 3,897 adjudications took place in the twelve months of the current reporting year, compared to 1,531 in the eleven months from 1 August 2016 to 30 June 2017.

6.9 Prisoners continue to damage cells on a regular basis, most notably by breaking or obscuring observation panels, which need to be repaired quickly for reasons of safety. Some prisoners have ripped sinks off the wall, resulting in localised flooding, which has delayed the replacement of the previously damaged flooring of the downstairs area as it requires to be completely dried out before a covering that can withstand water penetration can be installed.

### Prison Environment

7.1 Bullingdon continues to be overcrowded. It was designed to hold 869 prisoners, but frequently comes near or reaches its permitted maximum ('operational capacity') of 1114. About 80% of the 521 cells designed for single occupancy are occupied by two prisoners. This puts increased pressure on communal spaces and facilities. It also has a particular impact on the fair and decent treatment of prisoners who are doubled up in cells designed for single use. Prisoners usually eat their meals in cells, and there is little or inadequate screening around the toilet in the cell.

7.2 A lack of space on the wing where vulnerable prisoners (mainly prisoners who have committed sexual offences) are housed means that on their arrival in the prison these men spend much longer than other prisoners on the spur for new arrivals, where they are locked in their cells for most of the day. Their occupancy of these cells means that they are not available for other newly arrived prisoners who are not vulnerable prisoners and who may be moved from the induction wing to other wings before they have had time to acclimatise to prison life since there are not enough cells for them on the induction wing. This is unfair for these vulnerable prisoners who are kept locked up for long periods while on the induction wing, and for other prisoners who are moved too quickly to other wings. This is the third year in which the IMB has reported its concerns about the use of another wing as an overspill unit for vulnerable prisoners.

7.3 It is now more than 26 years since Bullingdon opened. Its buildings and other facilities are in heavy use and there are many signs of general dilapidation through wear and tear that are greater than the maintenance budget can address. The poor service provided by the private maintenance contractor Carillion has left a backlog of maintenance problems for the new contractor, and it is likely that further issues will emerge. Some of the backlog will take significant time and expenditure to address. Other repairs can be made quickly, although Carillion had failed to do so over a long period of time. For example, protective screens on several food serveries have been missing for several years, but these are now being replaced. Considerable effort has been put into repainting some areas of the prison.

7.4 Last year the IMB reported that washing and drying machines had been out of order throughout the prison for much of the reporting year. The Board is pleased to report that in August 2017 new washing machines and dryers were fitted in every wing. This is a significant improvement to the decency with which prisoners are treated, and also improves safety because clothing and towels hung out to dry on landing handrails can obscure sight lines along the landings (providing cover for violence). It also means that prisoners can dry their clothes without leaving them unattended, which reduces the risk of them being stolen, and therefore eliminated one potential cause of violence and bullying.

7.5 Outside every cell there should be a cell card that displays the name, photograph and number of the prisoner or prisoners in that cell. Cell cards are important for security because they allow officers or others attending a cell to be sure that they know to whom they are speaking. Since last year the IMB has drawn attention to the frequent absence of cell cards, but the Board has seen no improvement since then. For example, monitoring in June 2018 found that two wings had virtually no cell cards, a further three wings had between 30% and 50% of cells with cell cards and only one wing had all cells with appropriate identification cards. Governors acknowledge the problem, but there seems to be great difficulty in effecting change at wing level. A new form of cell card holder, designed to make it difficult for anyone to remove cell cards, has been purchased. However, as of June 2018 they were still to be fitted.

7.6 In late June 2018 Bullingdon had 25 prisoners aged over 70, the oldest being 88, and several disabled prisoners. However on the main wings there are only two cells with wide doorways to allow wheelchair access. The cells in Healthcare all have wide doorways.

## **Food**

7.7 There are frequently problems with kitchen equipment. Several ovens have been out of operation at different points in the year. As of mid-June 2018 a large freezer was not working, and a temporary replacement unit, located outside the kitchen, was being used.

7.8 The amount spent on food stands at £2.02 per prisoner per day, and has not been changed since 2014. Special diets are catered for (vegetarian, vegan, gluten free, halal, etc) but there is no additional budget for any extra costs associated with these diets.

7.9 The number of written applications to the IMB concerning food is low (22 out of a total of 627 received) but prisoners complain frequently to IMB members observing meals about both the quantity and quality of the food provided at lunchtime. The Board notes that the provision for breakfast (given to prisoners each evening) is very meagre.

## **Property**

7.10 Complaints about missing property are consistently the most numerous applications received by the Board. Occasions when the Prison Service may be responsible for the loss of a prisoner's property include during transit from one prison to another, or when a prisoner is moved from normal location within a prison to the SSCU (since the move is usually made at short notice, and sometimes under restraint, and a prisoner's property is often not made secure if his cell is shared with another prisoner). Lost property of a personal nature such as family photographs and clothes can cause prisoners a great deal of distress. Lost property of any kind can contribute to frustration, stress and violence within the prison.

## **Compensation**

7.11 During the twelve months of the reporting year Bullingdon paid a total of £1,887 in compensation to prisoners whose property had been lost or damaged when the prison did not follow its own procedures (or could not demonstrate that it had done so).

7.12 The total amount of compensation paid to prisoners (for the loss of property or money, for personal injury claims, for unlawful detention and for other reasons) was almost £89,352. The total sum spent on compensation and legal costs was £210,515.99, which rises to £365,654.11 when costs paid to the Treasury Solicitor are included.

## **8 HEALTHCARE (including mental health and social care)**

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8.1 Healthcare Services are offered by Care UK and sub-contractors. Cotswold Medicare Ltd provides GPs, South Staffordshire NHS Foundation Trust provides secondary mental health services, and Time for Teeth provides dentistry services. A Local Delivery Board oversees the work of these providers and is tasked with ensuring that healthcare services in the prison meet the standards required by the NHS Commissioners.

8.2 Cleanliness has improved markedly since the last Annual Report. A new schedule for cleaning the Healthcare Unit has been produced and implemented since the Government Facility Services Ltd replaced Carillion. Painting has been undertaken in the Inpatients Unit and a review held of its fabric, furniture and fitting. A maintenance contract has been taken out to ensure regular servicing of the special bath unit, which has, on occasions, been out of action when the hoist unit has failed.

8.3 Both HMIP and the IMB have expressed concern about the healthcare complaints procedure. There have been some improvements since last year, but it remains the case that complaint forms are not always readily available on the wings, and that the complaints procedure is not clearly explained. An average of 30-40 complaints have been received each month. The majority of complaints received are answered within the timescale set out by Care UK and only one or two per month go forward to the second stage of the complaints procedure.

8.4 Prisoners who are resident as patients in the Healthcare Unit sometimes have less time for association than other prisoners. This is because the low number of prison officers often on duty in the unit can mean that patients are kept locked in their cells for no other reason than a shortage of staff. The situation has improved as the number of staff has increased, but the IMB remains concerned about how staff shortages can affect patients in this way.

8.5 Improved facilities in the prison have reduced the need for some prisoners to receive treatment outside the prison. This means that prisoners are treated more quickly, and that officers do not have to leave the prison on escort duty. A company called Global Technology provides ultrasound tests and some x-rays in the prison, although any fractures that are found need to be treated outside the prison.

8.6 Last year's IMB report noted problems with dentistry because of broken equipment. A new dental chair has been purchased, and extra clinics were provided to deal with the backlog of patients. The typical wait for routine treatment is six weeks, but urgent cases are seen within 48 hours and emergencies the same day.

8.7 Bullingdon has been smoke and tobacco free since 12 September 2017 and the prison managed the necessary changes very well. All men who smoke were offered the support of non-smoking clinics and nicotine patches if they wished to try to stop smoking. So far, more than 4,000 men have been offered this help. Those who were unwilling to participate in non-smoking clinics, or who were unsuccessful with clinic and nicotine patches are allowed to purchase vapes through the canteen sheets (the service through which prisoners may buy goods for personal use). One free vape is offered to incoming prisoners in lieu of the former 'smoker's pack' which was available in reception. Tobacco is now banned, but is found among contraband goods when searches are conducted, and the lack of any legal supply of tobacco may be a contributing factor in increased debt and associated violence in the prison (cf. above 4.4).

8.8 The IMB remains concerned about the level of provision for prisoners who suffer from poor mental health. The primary care mental health team has now drawn up a self-referral procedure that prisoners may use to request a mental health assessment. Staff may also make referrals. The primary care team aims to see all men referred to them within 72 hours. They aim to respond immediately to emergencies and to urgent referrals within 24 hours. The Mental Health In-Reach Team won an award for being the most outstanding nursing unit across the South Staffordshire and Shropshire NHS Trust, but they continue to face very significant needs with limited resources.

8.9 There continue to be long delays for prisoners who require treatment elsewhere and need to be transferred to a secure mental health hospital, especially if they are not from the Thames Valley area. For example, one prisoner who was mentally ill had to be held in the Healthcare Unit for some time before he could be transferred to a secure mental health facility. Healthcare staff were not able to meet his acute mental health needs while he was detained in Bullingdon. Healthcare staff worked hard to support the prisoner while he was in Bullingdon, and to transfer him somewhere appropriate to his needs, but the lack of available spaces in a secure facility meant that the transfer took a significant amount of time.

8.10 The establishment of a weekly teleconference between the Head of Healthcare and the NHS Commissioner who reviews the cases of prisoners requiring such transfers is a positive step, but the Board waits to see what difference this makes in practice.

8.11 The NHS has recently completed a review in conjunction with the Prison Service on the provision of mental health services in prisons and these guidelines are now being reviewed for their impact on the prison.

8.12 Social care is provided by Caremark. A number of patients in the Healthcare Unit are there for social rather than medical care. As of June 2018 there were five of these men in healthcare; the number has sometimes risen to seven. These are mainly men who need personal care or who use wheelchairs, or whose general frailty prevents them from living on the wings. There is less opportunity for association and purposeful activity in the Healthcare Unit than elsewhere in the prison, so it is unfair for these prisoners to be held there because the prison cannot accommodate their needs elsewhere.

### Adult Learning

9.1 Attendance continues to be a major issue, although it has improved significantly; in April 2018 the overall rate stood at 74% compared with 61% in June 2017; attendance varies from one wing to another.

9.2 The limited availability of education staff makes it difficult to sustain weekly wing clinics to provide information about education and other activities. Prisoner awareness of opportunities is being raised through more wall displays and the deployment of a 'red band' (a trusted prisoner who can move more freely round the prison than other prisoners in order to perform his duties) for adult learning who visits the wings. Learner engagement staff are proactive in following up prisoner non-attendance at classes.

9.3 Allocation of prisoners to courses was about 80% in April 2018, although better pay in the industrial workshops still presents a strong counter-attraction to education; a further adjustment to pay rates may prove necessary. More one-to-one tutoring is now provided in functional and other skills in the 'pod' (a self-contained learning area) located in one of the workshops, so that prisoners working in industries do not incur a loss of earnings. The One2One numeracy initiative continues to do good work but maintaining a supply of trained peer mentors outside E Wing (where the average stay is longer) presents a continuing challenge.

9.4 The average stay of prisoners at Bullingdon is between three and six months; about a fifth stay for under a month. Consequently, more short (two- or four-week) and 'roll-on, roll-off' courses are being provided. As Bullingdon moves towards becoming a reception prison, matching course provision to length of stay will become an increasing challenge. It is recognised that many prisoners are not at Bullingdon long enough for them to complete courses leading to Level 2 qualifications (equivalent to a good GCSE).

9.5 The range of courses offered continues to be widened in response to the annual Needs Analysis Survey completed by prisoners. The much delayed barbering course opened in April 2018. The 'steps into construction' course, launched in May 2017, has consolidated its promising start. It covers a range of relevant skills (e.g. 'banksman'), and leads to a 'CSCS' (Construction Skills Certification Scheme) card, needed for employment in the construction industry. Level 2 courses are now available in horticulture and ICT. It is not possible currently to offer a course in paving (for which there are good job opportunities) because of difficulties in recruiting a tutor.

9.6 The classes observed by the IMB were well organised. Attention was paid to the needs of individuals, not least those who were struggling with communication skills, and most learners engaged well. Relationships were generally very good and prisoners benefit from the relaxed but constructive atmosphere in adult learning.

9.7 Retention on courses is high at about 99%. Overall success rates had reached 86% in April and were projected to reach about 95% by the end of the academic year

9.8 In May 2018, 79 prisoners, including nine on Open University courses, were undertaking distance learning (compared with 27 and seven last year). In order to support distance learning, 12 (modified) laptops have been acquired and Bullingdon is seeking to join a pilot scheme to make available (modified) tablets which prisoners can use in their cells.

9.9 The ceremonies introduced last year to celebrate achievements in adult learning and other activities have become established as a regular and welcome feature of the Bullingdon calendar (see also Section 5 above) and contribute to raising the status of adult learning.

9.10 In January 2018 an Ofsted (Office for Standards in Education) visit, following up the May 2017 HMIP/Ofsted inspection, noted various aspects of progress. A number of 'next steps' were agreed, including the further development of data sets in the prison generally, more detailed destination data from the Community Resettlement Company (CRC; see below 11.7), target-setting, and improving prisoners' achievements in English and mathematics.

## **Library**

9.11 The library continues to prove a good service, and the Shannon Trust helps prisoners to improve their reading. Adult Learning help with the 'Dads Aloud' scheme, which enables prisoners to record themselves reading books on to a CD which can be sent to their children. This scheme is a valuable and important tool in helping to maintain family links.

## **Gymnasium**

9.12 Following several years out of use, the artificial outdoor sports pitch was finally replaced in February 2018. Apart from everyday prisoner use, the gym staff are now able to plan events which utilise the new pitch, which may include events that improve links with the outside community.

9.13 Despite losing significant staffing hours owing to redeployment of staff to cover other areas, gym management and staff have worked hard to deliver the planned physical education programme. The planned target is 2.5 hours per week per man. For the year April 2017 to March 2018 a total of 87,212 PE hours was achieved (compared with 99,696 PE hours in the previous year).

## **10 WORK, VOCATIONAL TRAINING and EMPLOYMENT**

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10.1 The overall allocation to activities stood at 78% in March 2018 as opposed to 80% in June 2017. The large number of prisoner movements into and out of the prison has an impact on these figures, as does the fact that prisoners come to HMP Bullingdon for a short time in order to prepare for release. This gives them little incentive to learn a new skill or job.

10.2 The Keys Coffee Bar opened in April 2017 and now employs two full-time baristas. This facility is popular with staff and the prisoners are responding well to this work opportunity. It was anticipated that each prisoner would work to receive a certificate reflecting their work in the coffee bar but there has been difficulty in recruiting someone to deliver specific barista training. It has now been decided to include the barista training in the catering training course which means that more prisoners will have the opportunity to work in The Keys and to take barista training.

10.3 Some jobs which are deemed to be 'high risk' sometimes struggle to be allocated sufficient numbers of prisoners. However, Farms and Gardens only had one vacancy in March 2018 and there has been a small amount of turnover over the last few months. Occasionally the kitchen has been so short of workers that the prisoners working in The Keys have been diverted to work in the kitchen, thus disrupting their own work and development. The lack of workers in the kitchen also has a knock-on effect on the quality of the food delivered to the wings.

10.4 The change in pay structures for productivity-led jobs has led to a reduction in items manufactured per worker. The incentive to work hard in these workshops has been removed and has put them on a par with less skillful jobs. At the same time the contracts for some activities are being reduced, thus reducing the opportunities for prisoners to engage in meaningful activity.

10.5 The laundry had a new machine delivered in March. There were a few teething problems but it now seems to be working successfully. This allows the laundry to increase its capacity and to take on external contracts. It is uncertain yet as to how this will translate into more opportunities for prisoners to work in this area.

## **11 RESETTLEMENT PREPARATION**

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### **Sentence management**

11.1 The OMU (Offender Management Unit) changed in May 2018 to a new Offender Management in Custody model (OMiC). Under the new model the work of the unit is now divided between key workers and case managers. Case Management is split between Prison Offender Managers (POMs), who work with prisoners from the beginning of their sentence, and Community Offender Managers (COMs) who work with them towards the end of their sentence in preparation for release. Each prisoner will have a named prison officer who will act as his key worker and will work with him for at least 45 minutes per week to support him in working towards resettlement and making appropriate responsible choices. This process will be rolled out when sufficient staff are in place for it to happen. It is envisaged that this will provide much better support during sentence and better preparation for release. Early positive results have already been achieved on one wing where this new approach was implemented in May.

11.2 The OMU has consistently reached its target of completing its initial screening target (BCST1, Basic Custody Screening Tool, for drugs and health-related issues) within the required 72 hours of all prisoners entering the prison. It has also reached its target of completing all mandatory secondary screening processes (BCST2) within five days of each prisoner entering the prison. 90% of these BCST2 processes have included a face-to-face interview with the prisoner.

11.3 However there is a backlog in dealing with the risk and needs assessment known as the Offender Assessment System (OASys), which plays an important role in the management of a prisoner's progression during his sentence. The backlog was 330 at the end of May 2018 (compared with 160 at the end of June 2017). This is a matter of concern because it impacts on the fair treatment of prisoners and their preparation for release.

### **Programmes and support**

11.4 A number of programmes are offered that address offending behavior. They include one tackling domestic violence offences and several tackling sexual offences.

11.5 There is also assistance for prisoners with issues such as financial management, benefits, employment, education and accommodation.

### **Preparation for release.**

11.6 In January 2018 a PSI (Prison Service Instruction) was issued requiring staff to review all HDC applicants who were previously refused HDC (Home Detention Curfew). The majority of HDC applications are now granted after risk plans are put in place by probation officers.

11.7 Many of the prisoners at Bullingdon are classified as low risk and are managed by the Thames Valley Community Rehabilitation Company (TV CRC). Prisoners who are classified as high risk are managed by the National Probation Service (NPS). About 130 prisoners are released into the community each month.

11.8 30% of prisoners released go to employment. Whilst reducing the number of prisoners released without employment is challenging there are some notable success stories. Recently

a workshop with Mitie, a facilities management company, was well received by the 22 prisoners who attended, and Mitie has guaranteed an interview on release for all those who took part in the workshop. Additionally, two prisoners who had completed their Banksman training, provided by the training company RMF, immediately gained related short-term employment on their release towards the end of 2017. A total of 12 ex-prisoners have found employment following the CSCS (Construction Skills Certification Scheme) course run by RMF.

11.9 Outside agencies continue to contribute to raising employability levels. For example, the charity Aspire run a 'Through the Gate' project offering work experience programmes, training and housing advice. For example, they have helped a recent ex-prisoner to gain employment at a local college.

11.10 About a third of prisoners do not have stable accommodation to go to when they are released. The CRC has a good knowledge of the availability of accommodation, both local and outside the area, and can help some prisoners. However a lack of sustainable accommodation post-release is a chronic problem for many prisoners, often for reasons beyond the control of staff working in the prison.

11.11 Generally prisoners are treated fairly and humanely but resources inevitably impact on the management of prisoners. Different agencies in the prison run a number of programmes, but overall the preparation for release is patchy at best. The lack of resources throughout the prison estate impacts on courses available and it is difficult to sustain interest on the part of some prisoners. Staff often go over and above their duties despite the challenging conditions and this is particularly true for those working with high risk offenders.

## C Section – Work of Board

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<b>BOARD STATISTICS</b>	
Recommended Complement of Board Members	16
Number of Board members at the start of the reporting period	14
Number of Board members at the end of the reporting period 18* * The figure of 18 includes two members on sabbatical leave	
Total number of visits to the Establishment 490	
Total number of segregation reviews attended 274	

## Section - Applications

Code	Subject	Current reporting year *
A	Accommodation including laundry, clothing, ablutions	17
B	Discipline including adjudications, IEP, sanctions	22
C	Equality	13
D	Purposeful Activity including education, work, training, library, regime, time out of cell	26
E 1	Letters, visits, phones, public protection restrictions	35
E 2	Finance including pay, private monies, spends	25
F	Food and kitchens	22
G	Health including physical, mental, social care	138
H 1	Property within this establishment	70
H 2	Property during transfer or in another establishment or location	82
H 3	Canteen, facility list, catalogue(s)	16
I	Sentence management including HDC, ROTL, parole, release dates, re-categorisation	59
J	Staff/prisoner concerns including bullying	38
K	Transfers	26
L	Misc., including Complaints System and Regime	48
	<b>Total number of IMB applications</b>	<b>627</b>

\*NB Figures cannot be compared with previous years because a new categorisation of Applications has been used since July 2017.