



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

**HMP Bure**

for reporting Year  
(1 August 2017 to 31 July 2018)

Published  
(December 2018)



*Monitoring fairness and respect for people in custody*

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## **A Sections 1 - 3**

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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.

## 2 EXECUTIVE SUMMARY

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**This report presents the findings of the Independent Monitoring Board at HMP Bure for the period 1<sup>st</sup> August 2017 to 31<sup>st</sup> July 2018. 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**

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

Overall prisoners receive fair treatment in the establishment. There are increased opportunities for elected resident representatives to meet with management to discuss and seek ways to resolve problems and identify areas for improvement. Violence is low and prisoners, in the main, feel safe. Prisoners are able to practise their religion fully and safely.

The issue of lost property has reduced but still remains a concern with the loss of irreplaceable personal items. There does not seem to be a system of individual accountability and effective person to person communication between receptions.

#### **Are prisoners treated humanely?**

Access to health and social care is an area of concern. Having visited other sex offender prisons, they are able to operate more proactively in terms of both the assessment and delivery of the needs of the ever-increasing numbers of elderly residents. We have observed special facilities for those who are terminally ill and seen an 'end of life' suite. HMP Bure relies heavily on beds being available at HMP Norwich hospital wing. Concerns continue with the double occupancy of 32 cells in Residential Unit 7.

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

Problems continue with regard to residents being adequately prepared for release. Every effort is being made by staff, but we see on a daily basis the anxiety and frustration that exists due to both the staff and resident being unclear about the resident's future. We have seen an elderly, wheelchair bound resident released with no home to go to. Homelessness is a national problem which requires government action to ensure that vulnerable ex-offenders do not re-offend or self-harm.

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## **Main Areas for Development**

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### **TO THE MINISTER**

- Will the Minister continue to 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 older prisoners?
- Will the Minister ensure that establishments such as HMP Bure operate at their certified normal accommodation levels? Despite the Minister's response last year, there have only been two weeks when we have not seen the unsuitable continued double occupancy of 32 cells on residential unit 7. Only a clear directive from the Minister will ensure that this practice does not continue.

### **TO THE PRISON SERVICE**

- Property being lost between prisons is a serious issue which has failed to be addressed over a number of years. Volumetric control of property has been introduced which has helped the situation. However, residents are still arriving at the establishment without a full property record and therefore claiming that their property is missing.
- Will consideration be given to providing special accommodation for palliative care at HMP Bure?

### **TO THE GOVERNOR**

- Will the Governor continue to work to resolve the long-term problems of heating in the residential units which has existed since the opening of the prison in 2009?

### **Improvements**

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- Marked improvements in the accommodation blocks by redecorating and the introduction of artwork by the residents and an improvement in the facilities for staff.
- Introduction of benches around the site in the open air has benefited both residents and staff.
- Introduction of 'Project Cloud', raising awareness of the potential of both residents and staff in utilising their qualities and skills.
- Improved community liaison with employers, businesses and local authority.
- New initiatives by prison staff to support a rehabilitative culture encouraging residents to take responsibility for their own progress towards resettlement.

### **3 DESCRIPTION OF THE ESTABLISHMENT**

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HMP Bure opened on the 30<sup>th</sup> November 2009. The certified normal accommodation is 604 and the operational capacity, at the time of writing, is 654. 42.6% prisoners are over the age of 50. 78 prisoners are over 70 and the oldest prisoner is 87.

#### **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 four cells in five of the residential units that are 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 People Plus. 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 Skills Funding Agency. Improvements have resulted, with continuing professional staff development taking place followed by observations to assess impact.

#### **Workshops and Programmes: -**

External contracts are undertaken in three workshops. Accredited offending behaviour programmes are also run and these include programmes specific to the sex offender population.

HMP Bure provides a number of vocational courses in workshops, waste management and horticulture. The gardens have been diligently maintained to a high standard despite the harsh winter and one of the driest summers on record. The addition of outside benches around the establishment is much appreciated by those who live and work in HMP Bure.

#### **Healthcare: -**

HMP Bure has a Healthcare Centre covering seven 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. The GP visits three days a week.

#### **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. CAMEO (Come and Meet Each Other) for the older population is a recent initiative by the Learning and Skills Department and delivered with the help of Gym Staff.

#### **Faith and Religion: -**

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

The following groups have ministers/representation:

Anglican,  
Roman Catholic,  
Salvation Army,  
Buddhist,  
Hindu,  
Jewish,  
Muslim,  
Pagan,  
Jehovah's Witness,  
Mormon,  
Free Church  
Sikh.

## B Evidence sections 4 – 11

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### 4 SAFETY

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On average Reception receives six to ten prisoners each week. Arrivals at HMP Bure find the reception area is clean and staff ensure they receive information and a health check. First night cells are clean and well prepared. Residents working with Project Cloud and the Induction Team have produced induction folders which provide information along with a number of leaflets to help new residents during the first 24 hours. They are also supported by a Listener or Chaplain. Residents are encouraged to telephone and contact family or friends on their first night.

Levels of violence continue to be low and records show that it is mainly insulting comments rather than assaults.

There have been 134 Assessment Care in Custody and Teamwork (ACCT) procedures put in place in the accounting period. This is a drop of 47 from the previous reporting year. They continue to relate to a small number of individuals, some with mental health or personality disorder problems.

Complex Case Meetings are held on a regular basis by officers with Health Care, Mental Health, Chaplaincy and, when possible, a member of the IMB present. Minutes are received by the IMB after each meeting. Additional meetings are called to deal with residents in crisis. Constant watches are set up with more serious cases being transferred to the hospital wing at HMP Norwich to meet 24 hour clinical needs.

Safer Custody and 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. HMP Bure became a non-smoking establishment in January 2017. With support from staff and healthcare, residents are compliant. Mandatory Drug Testing (MDT), security intelligence and substance abuse services indicate very little availability of illegal drugs. There have been very few incidents of misuse of prescribed drugs.

The dog handlers maintain security with regular random searches of cells. Visitors, entering the prison continue to be dealt with sensitively and appropriately.

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. The black and ethnic minority population is 17.4%. The prison has 57 foreign nationals from 30 different countries. The small transgender group continues to work well with support from staff and other residents.

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. There were 61 DIRFs submitted in the IMB reporting year. Recording of DIRFs is completed by the prison from January to December each year. From January 2018 there have been 34 DIRFs compared to 69 for the same period last year. This significant drop reflects conduct the IMB has observed through the introduction of the 'rehabilitative culture' which is supported, in the main, by all who live or work at HMP Bure.

Delays in implementing Incentive and Earned Privileges (IEP) changes have been unacceptable in the past. Action has been taken to address the problem with custody managers taking personal responsibility for individual residences. IEP representatives meet on a regular basis and the IMB attend these meetings when possible.

Spurgeons charities gained the contract for the Visitor Centre on 2<sup>nd</sup> October 2017, providing a service to families and visitors. The impact for staff was significant, with volunteers and staff leaving, increasing the workload of those remaining. The Board would like to thank both Spurgeons and prison staff who worked together to maintain a good service in difficult circumstances, caring for those who travel long distances often with small children.

The recent appointment of a new manager with previous experience of the Visitor Centre has already been effective in recruiting both new staff and volunteers. Direct feedback from visitors indicated they felt they were well looked after upon arrival at HMP Bure.

Prison staff and Spurgeons staff have worked closely together to ensure visitors are not delayed in going into the Visits Hall. With the help of a small group of residents looking at ways to improve, new ideas were generated allowing more time together for residents and families.

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 i.e. size of cells and security.

The training of a number of residents to be wheelchair pushers for disabled residents has benefited both parties.

Healthcare has supported the training of prison officers leading to a better understanding of those residents in the early stages of dementia.

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

## 6 CARE AND SEPARATION UNIT

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The Care and Separation Unit has ten cells and continues to take residents from HMP Norwich for short stays to support pressures experienced at that establishment. These prisoners have damaged cells and been challenging at times, but the officers are professional in their approach and the Board has observed behavioural change in these prisoners while at HMP Bure.

HMIP reported in their survey of 2017 that there was far less force used than in similar establishments. Special accommodation has not been used in the reporting year. There were two dirty protests.

The Board visits segregated prisoners frequently. Prisoners continue to 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, Healthcare, Mental Health and Gym staff.

The unit is extremely clean. The exercise yard has recently had murals painted by residents, supported by education staff, and exercise equipment has been installed. 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 544 adjudications which is a significant drop from 852 last year. Adjournments are down from 290 last year to 220 for either the presence of the reporting officer or for the resident to obtain legal advice. The Board will continue to monitor adjournments to ensure 'speedy justice' for the wellbeing of both prison officers and residents.

The Board monitors governors and adjudications and is satisfied that prisoners on adjudication have every opportunity for a fair hearing and sentencing, in the main, is consistent. The independent adjudicator heard 33 cases in the reporting year which again is a significant drop from 66 last year. There were 16 appeals with only seven successful in their appeal.

## **7 ACCOMMODATION (including communication)**

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Residential Units are clean, bright and in good state of repair. Some residents, through the Education Art Department, have recently completed 40 paintings to be displayed on the walls of the residences. This is part of a wider project to make the prison less austere. Each residential unit has a theme which includes endangered species, natural world, wellbeing and others. Paintings were displayed at the first art exhibition held in the Multi Faith Centre, inviting families of the artists, members of the public and local authority representatives. Residents and staff supported the event which was appreciated by all. Following on from the exhibition, the local authority representatives asked if the paintings can be exhibited in the gallery of their offices which is open to the public.

There have been continuing problems with inadequate heating and windows affecting the wellbeing of the residents. In winter there have been cells with no heating. Staff have tried to manage this, but it is an ongoing problem year on year.

The maintenance team experienced a difficult year with the collapse of Carillion and the move to Government Facilities Services Ltd (GFSL). A slow and laborious computer system for ordering materials, along with suppliers unsure whether they would get paid and staff shortages, left the team demoralised. A quicker ordering system, along with being able to purchase locally, is improving ordering but the IT system, at the time of writing, is yet to be resolved. The maintenance team has, over the years, tried to resolve the heating problem and work is currently being undertaken to identify how the pipes can be purged of the debris using a chemical, currently being analysed, to ensure that it does not contaminate the drainage system. If there is a risk, it would mean contaminated water would have to be disposed of in an alternative way. Changes are possible with the windows and a local solution is being looked at with the support of the workshop. There appears to be undue delay in dealing with minor tasks and washing machines have been out of action for too long impacting on residents.

Doubling up of residents in 32 of the cells in the recently built Residential Unit 7 was a concern highlighted to the Minister last year. With the exception of two weeks in July this has continued unabated. Residents have endured cramped conditions, not enough space for property with only one chair and small table available to share. Residents and prison staff have raised their concerns on a number of occasions and the Board considers the lack of space a serious risk as it may affect the ability to give emergency treatment in case of illness or accident.

Residential Unit 7 has good recreational areas and residents can eat communally. Many of the residents in Res 7 are elderly and more vulnerable and staff work hard to meet their increasing needs.

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. It has been identified that elderly residents in these areas often feel vulnerable and isolated. The introduction of CAMEO in organising activities to bring the elderly and vulnerable together reduces isolation. There is no additional budget for this but the commitment and energy of staff with the support of more able residents has made this a success. Benches have been placed round the site and are appreciated by both staff and residents. Staff can speak with residents in the open air in a more relaxed manner.

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 and is pleased to note that one member of kitchen staff is on an apprentice scheme.

Meetings to decide items available to purchase are well attended, with wing representatives collating information from residents. Damaged items and non-delivery have been a problem in the past but at the time of writing this is now minimal.

Property continues to be a problem on transfer between establishments. The Board has evidence that communication is poor between establishments with some prisons ignoring enquiries from administration staff and others not providing accurate information. 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)**

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Since our last report there has been a marked improvement in staffing levels. There are issues around recruitment to HMP Bure due to the isolated site and potential candidates not wishing to work with our offender group. However, the manager has been creative in offering training to current healthcare assistants and pharmacy technicians to enable them to progress to more responsible roles. We were pleased to note that the use of bank/agency staff has been significantly reduced.

Following an increase in the number of complaints received concerning healthcare provision, particularly around appointments and medication, the IMB ran a healthcare questionnaire. With the support of a small group of residents, questionnaires were distributed to all 650 residents and received a 73% return. The Board thanks this group for their hard work and the excellent return. The following areas were of the most concern to residents:

- Provision of medication (repeat prescriptions) from the pharmacy. Long queues waiting outside in all weathers, awaiting access to the pharmacy. Medication not being available when due, or only part available often resulting in a wait of up to five days to be rectified
- The length of time waiting for an appointment and not receiving any acknowledgement from healthcare or in the case of a hospital appointment not knowing if a referral had been made or the timescale.

The IMB discussed these issues with the healthcare manager and were pleased to note that the pharmacy increased staffing levels, and that prescriptions were now issued with each wing being allocated a day and set time for collection, which seems to avoid the long queues in the open air. Following applications, acknowledgements were issued to residents with appointment date and time. Arrangements have been made between prison staff and healthcare with a slip being given to the resident to enable them to leave their normal place of work to collect delayed medication. However, this does disrupt lessons in education and activities in the workshop and therefore the Board will continue to monitor.

There is still concern about responses received from PALS following a complaint. However, as this is outside the remit of IMB monitoring, residents are being advised to write to NHS England and/or the Ombudsman.

Random checks are made by the pharmacy technician twice weekly to ensure prescribed medication is not being abused or passed to other residents.

HMP Bure healthcare has been identified as being the top in the country for over 50s health checks and this highlights our general overview of healthcare at HMP Bure. Staff are 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**

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The Board's observations of the Education Department have shown a relaxed atmosphere with a motivated team leading to successful outcomes for residents. Education was inspected by Ofsted in 2017 with a result of 'Good'.

This year there have been many changes utilising the skills and experience of residents and staff. One initiative, 'Project Cloud', has seen residents, staff and the local community come together for the benefit of all. This commenced with the 'ACE' (Achievement & Celebration of Excellence) awards in December to recognise progress and achievement.

This was followed by a successful Wellbeing & Employment Day during April. This event gave an opportunity for residents and staff to speak with Healthcare, gym staff, local employers, staff from 'D' category establishments and many others with a view to looking after the health and resettlement of residents. The Multi-faith Centre and the Gym were decorated with flowers provided by those training in floristry.

Other changes through the year have included a small team working on projects within the prison for broadcast on Wayout TV and the development of learning and training via the Virtual Campus (VC) platform, which allows for controlled online learning. For this to develop further, it will need investment to upgrade the hardware. There is an increasing interest by residents in taking part in Open University education and the Board will monitor when and if resources are available to support this.

Norfolk County Council (NCC) provides staff and the library facility. NCC Staff have visited HMP Whatton, HMP Littlehey and HMP North Sea Camp to share best practice. The library in HMP Bure is very small but staff have worked hard, engaging in activities associated with the rehabilitative culture and are well respected by residents and prison staff. The Board would hope that in the future consideration is given to enlarging the facility.

## 10 WORK, VOCATIONAL TRAINING and EMPLOYMENT

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HMP Bure offers a wide range of vocational training and employment opportunities. There are currently 13 Level 2 vocational qualifications on offer. Course retention rates are 99.24% and the success rate is 97.58%.

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 467 activity spaces available per session in a population of 640. This is an increase on last year.

Bearing in mind the ages and nature of our residents there has been considerable effort by management to seek work for residents by increasing contacts with local authority leaders, prison industries, business leaders and enterprise parks.

There is a limit to work on offer in the new workshops due to lack of space available on site. Filing cabinets, catering equipment and other items are being produced for the prison estate but are limited by the lack of storage facilities. This is frustrating to both staff and residents, bearing in mind the investment in machinery and the fact that residents see it as valuable training and a way to resettlement.

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

Norfolk has experienced an unprecedented drought this summer, but residents and staff have worked hard to maintain the gardens and poly-tunnels, providing fresh vegetables and flowers for the prison community. A 'reflection corner' has been built this year with the addition of a pond, sculpture, bench and flower tubs.

Special mention must go to the staff and residents working in the kitchen, who worked in extremely high temperatures.

## **11 RESETTLEMENT PREPARATION**

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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 another prison in their release area for resettlement activity to take place, but this does not always happen.

Some prisoners leaving HMP Bure find themselves homeless. This causes great anxiety and impacts on the wellbeing of other residents. Staff of HMP Bure and HMP Norwich recently attended a conference to look at ways of working with local authorities and charities to improve their knowledge in supporting residents who find themselves facing homelessness. This is a national issue which needs action to avoid reoffending.

Following last year's IMB survey and the HMIP report, Offender Management Unit (OMU) management and staff have worked hard particularly with regard to indeterminate sentence prisoner (ISP) residents. At the beginning of the reporting year there were 99 residents in this category and 35 have either been sent to D category prisons or released from prison.

Following the appointment of OMU representatives, this year saw the introduction of a group specifically for ISP residents, with their own representatives. The IMB has attended these meetings which are held in a relaxed manner and residents encouraged to share their concerns which, in the main, were around resettlement. This is supported by prison/ probation officers and offending behaviour psychologists. Staff have made contact with other similar establishments, looking at opportunities, with the help of the education department, to improve the skills of those who have been living in a controlled environment for a number of years.

Further initiatives are in progress with regard to 'key workers' being appointed to residents. Key workers will be allocated time to support six to seven individuals. This has been possible due to the arrival of 21 new prison officers who are now in their initial training period.

Staff continue to work diligently with outside agencies, however the response from agencies is often slow, which leads to some residents believing that OMU staff are responsible for the delays.

Adding to the pressures on OMU is the problem of prisoners being sent from other establishments without a full OASys (Offender Assessment System) report and the delay by outside probation officers in responding to requests for information.

## The Work of the IMB

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<b>BOARD STATISTICS</b>	
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	6
Total number of visits to the Establishment	361
Total number of segregation reviews attended	33

## Applications to the IMB

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<b>Code</b>	<b>Subject</b>	<b>Current reporting year</b>	<b>Previous reporting year</b>
A	Accommodation including laundry, clothing, ablutions	44	23
B	Discipline including adjudications, IEP, sanctions	11	10
C	Equality	0	0
D	Purposeful Activity including education, work, training, library, regime, time out of cell	7	12
E 1	Letters, visits, phones, public protection restrictions	24	42
E 2	Finance including pay, private monies, spends	19	11
F	Food and kitchens	1	2
G	Health including physical, mental, social care	37	32
H 1	Property within this establishment	16	13
H 2	Property during transfer or in another establishment or location	19	32
H 3	Canteen, facility list, catalogue(s)	6	14
I	Sentence management including HDC, ROTL, parole, release dates, re-categorisation	15	10
J	Staff/prisoner concerns including bullying	20	37
K	Transfers	19	16
	<b>Total number of IMB applications</b>	<b>230</b>	<b>254</b>