



Annual Report
of the
Independent Monitoring Board
at

HMP CARDIFF

for reporting Year
1st September 2017 to 31st August 2018

Published
(February 2019)



Monitoring fairness and respect for people in custody

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1 STATUTORY ROLE OF THE IMB

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

The Board is specifically charged to:

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

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

Improvements

The reporting period saw a number of positive developments within the prison. The return to a full regime of purposeful activity and regular association periods was a major step forward. This welcome change saw a return to a full programme of education, training and work activities and had a marked positive effect on the prison. (Pages 11 and 12). The introduction of the Key Worker scheme was also a promising development. (Pages 6, 9 and 12)

Main judgements

1. There was a major increase in self harm and violence, although the prison reacted to this and levels were falling at the end of the reporting period. (Page 6)
2. The prison failed to meet the legal requirements of the Mental Health (Wales) Measure Part 1. There was continued understaffing in the Inreach team, despite the large demand for mental health care. (Page 11)
3. It was disappointing that the new priority given to equality and diversity at the beginning of the reporting period did not continue. Regular meetings of the coordinating group ended and plans were not followed through. (Page 7)
4. The board had a number of concerns relating to the management of the men on B1 (vulnerable prisoners). These concerns included a lack of regular exercise, a lack of a specific education programme and inappropriate use of the B1 wing. (Pages 9, 11 and 12)
5. The lack of accommodation on release was a major concern within the resettlement process. A large proportion of men had no accommodation on the day of their release, which was not only inhumane, but a major factor in reoffending. (Page 13)

Main Areas for Development

TO THE MINISTER

Increased staffing levels have had a marked positive effect on the prison. There is still much to do and continued improvements in resources will be necessary to achieve this.

TO THE WELSH ASSEMBLY GOVERNMENT

Review housing policy in relation to ex-offenders as a matter of urgency and review health service provision towards primary mental health care in prisons.

TO THE PRISON SERVICE

Work in cooperation with the Assembly Government to ensure a joined up approach towards providing accommodation for ex offenders and with NHS Wales to achieve compliance with the Mental Health (Wales) Measure in prisons.

TO THE GOVERNOR

The Board recognises the good work done in the prison over the period of this report. We look forward to seeing the prison build upon this by, for example, ensuring that staffing arrangements allow for the proper operation of the Key Worker scheme.

We believe that there should be a renewed focus on the prison's Equality and Diversity policy and also a review of arrangements for vulnerable prisoners.

3 DESCRIPTION OF THE PRISON

HMP Cardiff is situated in the heart of the City. It is a men's Category B local training prison and largely serves South East Wales and the South Wales Valleys, though an increasing number of prisoners are transferred from English prisons. It provides predominantly for prisoners serving short term sentences, remand prisoners and prisoners awaiting sentence. The prison has a Certified Normal Accommodation of 539 and an operating capacity of 790, with prisoners overwhelmingly accommodated two within each cell. The prison opened in 1827 and a large part of the accommodation continues to comprise of three Victorian wings. A major programme of refurbishment in 1996 resulted in the opening of three new accommodation wings. The prison also includes a range of other facilities, including a gym, a series of workshops and classrooms. A new health care centre was opened in May 2008 which provides 21 beds.

HMP Cardiff's normal regime includes full time education, employment in the prison workshops and training courses. There is a resettlement unit that offers prisoners various offending behaviour programmes and work-based courses. A detoxification unit also holds short term prisoners in preparation for release.

A range of public and commercial providers are responsible for delivering services within the prison. Health services are provided by Cardiff and Vale NHS Trust, learning and skills are provided by HMPPS in Wales and site maintenance by GeoAmey. Other services relying on providers from outside the prison include escort services and community rehabilitation. A number of voluntary organisations, such as the St Giles Trust and PACT, also provide services.

B Evidence sections 4 – 11

4 SAFETY

1. In common with most other prisons within England and Wales, HMP Cardiff saw an increase in both violence and self-harm. There were six fights between prisoners in January 2018 and 17 in August. Prisoner on prisoner assaults also increased from seven to 13 in the same period. The main reasons for these assaults were reported as bullying and retaliation. Despite the increase, HMP Cardiff appears to have had a lower level of assaults than many other Category B local prisons.
2. Use of force incidents also saw a significant rise during 2018, with 188 instances during the last quarter of the reporting period.
3. Of concern, was a major increase in self harm during this reporting year, rising from 13 in September 2017 to 60 in August 2018. The Safer Custody team conducted an evaluation into incidents of self-harm in August and over 50% of the men who had self-harmed participated. Most acts of self-harm were by cutting and the most common reasons given were bullying, a desire for vapes and frustration. Of the men who completed the questionnaire, 47% stated they should have talked to staff rather than self-harmed.
4. A policy of not conceding to demands for vapes by men who threatened to self-harm was instituted in May 2018. The safer Custody team also held a de-brief with each man after an incident of self-harm. Incidents of self harm had decreased significantly at the time of writing.
5. During 2017/2018 there was an increase of 20% in the number of ACCTs (Assessment Care in Custody Teamwork) opened. Of the 73 ACCTs opened during August 2018, 33% were closed within 24 hours. The majority of ACCTs were opened during the reception process or on the first night wing. The ACCT process was well managed. ACCT documents were viewed on a regular basis during monitoring and were invariably found to be properly completed.
6. There were 3 deaths in custody during the reporting year; one occurred in a hospice and was expected and two occurred in the prison and were unexpected. The inquests on these latter two deaths had not taken place by 31 August 2018 and a further inquest was still awaited on a death which occurred in 2016.
7. In July 2018 HMP Cardiff began a key worker system, OMIC (Offender Management in Custody), whereby each prisoner was seen by a dedicated key worker each week. This was rolled out incrementally. IMB Members received very positive comments from men who had key workers. It is hoped that this system will reduce levels of self-harm and violence by allowing men to talk through issues in a planned way. The Safer Custody Team was also located in the Health Care Centre, allowing closer liaison between the team, Healthcare and mental health staff. Both these initiatives are to be welcomed and could have a good effect on the safety of the prison. However, there were still reports that staff were being cross deployed away from this work to other duties, despite increases in staffing levels within the prison.

1. The first part of the year saw a continuation of the new direction and importance given to this area by the new Governor; Equality and Diversity meetings took place monthly, were well attended and were led by the Governor. There was a new focus on tasks such as securing up to date data, analysing DIRF forms, establishing focus groups for protected characteristics and appointing peer mentors. An over 50s group was successfully established and an LGBT forum was attended by seven men.
2. This priority did not last and meetings were cancelled or not arranged for several months. This situation resulted in a lack of direction and participation. The last meeting during the reporting period was held in June 2018. There were also only two peer mentors in place in the prison with a lead peer mentor covering much of the work. This lead mentor, who worked extremely hard in assisting prisoners, was to be commended. Twelve new representatives were about to be trained, including one to represent the Traveller community.
3. In April 2018 81% of prisoners identified as white British or Northern Irish and 19% identified as BME. Data on the allocation of work assignments, education, industries, and other purposeful activity from May 2018 indicated an under representation of BME prisoners in some areas. BME prisoners made up 10% of wing cleaners and 12% of jobs allocated in industries, for example, but these figures represented an improving trend of equal distribution. 10% of prisoners identified as Muslim and there was a good level of spiritual provision by two Muslim chaplains. Although Sikhs made up a very small proportion of the prison population, chaplain provision was spasmodic, resulting in complaints from prisoners who believed that they were unable to practise their faith.
4. No analysis of ethnicity data against segregation was available. Use of Force data for the period January to August showed 23% of incidents involved ethnic minority prisoners, compared with a prison population of 19%; this figure was largely explained by a spike in incidents involving black and mixed race British Caribbean prisoners. This group made up 7.9% of appearances in adjudications, while making up 3.9% of the prison population, using the last available annual figures. This feature would merit further investigation.

Anecdotal evidence suggested other issues which merit attention in relation to some specific groups. Travellers complained to peer representatives of being stereotyped by staff as burglars. The number of men identifying as gay/transgender was significantly below the figure expected.

5. The physical structure of HMP Cardiff had not improved since the previous year and there were still access problems for those with ambulatory constraints. Wheelchair access to the Gymnasium and Education block were two examples where attention needed to be given to providing ramps or other entry solutions.
6. The Independent Monitoring Board at HMP Cardiff was conscious that our membership did not reflect a diverse society, being made up of older, white members. Efforts continued to be made to encourage individuals from BME communities and younger people to apply to join the Board.

6 SEGREGATION/CARE AND SEPARATION UNIT

- 1) The unit consisted of eight cells. The unit was staffed by 16 dedicated and trained officers, who were invariably observed to behave in a professional manner. Several of the recently appointed staff to the unit faced a steep learning curve and this caused some minor difficulties in communicating with Board members which were soon resolved.
- 2) During the reporting year, there were 2381 prisoners referred for adjudication, compared with 2413 in our last report. The majority of these cases were dealt with internally by a Governor on the following day. During the year, 223 offences were referred to the Independent Adjudicator compared with 375 in our last report; these offences were mainly for drugs and assaults, where more onerous punishments were appropriate. In total an additional 1117 extra days in custody were ordered for these offences. The main categories of offences resulting in adjudications were possession of an unauthorised article (drugs) 557, abusive behaviour 240 and disobeying a lawful order 230.
- 3) IMB members regularly sat in on internal and independent adjudications, which were observed to be conducted fairly and in accordance with laid down procedure. A positive development was the introduction of restorative justice into adjudications, whereby some prisoners were given suspended sentences in return for taking on work in the prison, such as painting.
- 4) Prisoners within the CSU were visited regularly and Board members spoke to each prisoner unlocked and in private if necessary. The unit was observed to be well managed, clean and orderly. Relationships between staff and prisoners were good and there was overwhelmingly a calm and orderly atmosphere.
- 5) IMB members attended segregation reviews, which were observed to be well managed. However, reviews were often held at irregular times, which resulted in an IMB member not attending. This was an issue of concern in relation to our ability to monitor this important aspect of prison procedure.
- 6) Arrangements were in hand to reduce referrals to the CSU. The implementation of the OMIC programme, where dedicated key worker officers regularly have one to one conversations with prisoners to listen to and to support them, was a very welcome development. The year also saw the introduction of the CSIP project (Challenge, Support and Intervention Plan), where problem prisoners were offered multi agency support for their identified serious behaviour problems.
- 7) Other issues regarding dirty protests, exercise, showers, paperwork and in cell work provided for longer term prisoners were found to be satisfactory.

7 ACCOMMODATION (including communication)

1. Many aspects of the prison's accommodation had improved since the last report. Painting teams made a significant improvement to wings and communal areas and initiatives, such as "Wing of the Month", placed a focus on the general environment. Rising damp in the Healthcare building was also addressed. The beginning of a programme to replace old furniture and beds in cells was also welcome, although the new beds are very narrow and not comfortable for larger men.
2. There was a major improvement in the overall prison regime. The return to a full-time regime of education, work and training during the week and a predictable regime of association during the weekend resulted in a much more purposeful and positive atmosphere. The introduction of the key worker scheme was well received by staff and the men, though staffing issues limited the opportunity for regular meetings. There was regular and timely communication with men through prison notices and prisoner consultation meetings, although wing forums only met regularly on A and B Wings.
3. There was a major increase in prisoner applications relating to the booking of visits and the receipt of mail, however, these had reduced significantly by the time of writing. Managing the heavy demand on the visits booking telephone line was an ongoing problem, but this was greatly exacerbated by staffing issues. A combination of improved staffing levels, encouragement to book on-line and a very welcome initiative of a staffed booking desk during visits greatly improved this service. Applications relating to mail were largely the result of a decision to provide prisoners with photocopies of mail and retain original copies, as a means of preventing drugs coming into the prison via impregnated paper. This measure began with numerous administrative issues; a situation which improved as the system bedded in.
4. Board members sampled food on a regular basis and this was found to be satisfactory, though there was an issue of servers not wearing hats. It was of concern that the crumbling floor in the kitchen continued to receive no attention, which was a hygiene issue; this issue existed for the whole of this reporting period.
5. There continued to be major issues with maintenance, which were also included in the last report. Many of these issues had a major impact on decency within the prison. Heating was a major problem in F Block throughout the winter, where heating on the F1 landing was turned off completely, as to operate it resulted in men being placed at risk of being burned by excessively hot pipes on F3 landing. A telephone on F1 was also out of use for months. Workshops 1, 2, 3 and 4 also had no heating throughout the winter. Issues with showers continued, with showers regularly out of use or without hot water on A Wing and F Wing.
6. There was an ongoing problem relating to the issue of kit, with repeated instances of an insufficient supply of items such as clean underwear, clean socks and clean bedding. This is a basic decency issue and is an ongoing concern of the Board.
7. It is a major concern that B1, the landing used to accommodate vulnerable prisoners, is used as a thoroughfare to and from workshops. The Board believes that this arrangement is inappropriate. Men on the wing are made to go into their cells, while groups of men from the general prison population pass through, often shouting as they do so. It is also possible for men passing through the landing to read the cell cards of vulnerable prisoners and identify who is accommodated on the wing.

8 HEALTHCARE (including mental health and social care)

1. The Board continued to have serious concerns in relation to mental health care. Despite the continued heavy demand for care, the prison continued to operate with an understaffed Inreach team. Referrals to the team average 50 per month. During the reporting period the team operated with only one primary care mental health nurse. There are vacancies for two primary care mental nurses and one secondary care nurse. The length of waiting times for appointments with Inreach professionals resulted in many men being released from the prison without being seen. The prison fails to meet the legal requirements of Part 1 of Mental Health (Wales) Measure.
2. Prisoners receiving care were given a letter of referral for their GP on release or referred for other mental health treatment, but cases were observed where this resulted in a marked discontinuity of care and breaks in treatment. Referral to moderate secure units frequently involved considerable waiting time because of the scarcity of places or disagreement about funding. Three prisoners who had been sectioned and placed in a semi-secure mental health unit were remanded in the prison to await trial for offences committed at the unit. It was expected the remand period would last for several months.
3. As a result of the pressure of numbers on suitable accommodation within the main prison wings, the inpatient facilities on the ground floor of the building continued to be used for prisoners who needed protected accommodation. This was recognised by the prison as being undesirable.
4. Bed watches at outside hospitals were generally well managed, although the provision of staff for these impacted on officer numbers and functions within the prison. Routine GP appointments took place at clinics in the healthcare wing and a weekly ward round was held for healthcare inpatients. Seriously ill prisoners were also seen on the wings. In the three months to August 2018 the waiting time for routine GP appointments was 7 – 22 days, and the waiting time for optician appointments in the same three months was between 42 and 61 days. The waiting time for routine dentist appointments was between 48 and 66 days and it was of concern this figure was only slightly less for urgent appointments. Non attendance figures were between 27 and 46 per month for GP appointments and approximately 30 for dentist appointments.
5. The Veterans Group was held on a monthly basis with a number of outside agencies in regular attendance. This group provided an important function, but there was a poor take up by prisoners; sometimes more charity workers than prisoners attended.
6. The working relationship between the health providers and the prison was co-operative and helpful and meetings were scheduled on a three-monthly basis. The prescribing policy of the local Health Board often did not match practice outside the prison and led to regular prisoner complaints.
7. The majority of healthcare staff are conscientious and hardworking, sometimes in very difficult circumstances, and should be commended for their efforts to maintain a high standard of care for prisoners.

9 EDUCATION AND OTHER ACTIVITIES

1. During most of the reporting period HMP Cardiff operated on a full regime, having previously endured a lengthy period of a restricted regime, which impacted negatively on the educational provision of the prison. The return to a full regime saw a major increase in numbers attending classes, allowed a much fuller programme to be delivered and saw an improvement in attitudes towards learning.
2. Educational provision was both varied and accessible to those prisoners who chose to actively take part. A major gap in provision was filled with the return of painting and drawing. Prisoners produced work of an impressive standard, with an imaginative inclusion of required literacy and numeracy skills. New prisoners' learning needs were assessed within the first two days of coming into prison. Prisoners were subsequently interviewed by a tutor or peer mentor before being allocated a place in Education or other activity. Online assessments are available in English and Maths and are self-directed.
3. Delivering education to the transient population was challenging, making it necessary for the courses offered to be short, self-directed learning units which are accredited by Examining Boards, including City and Guilds. This aspect of the prison's work was well managed. There were also partnerships with the Princes Trust.
4. There was good support for prisoners who needed help with literacy and numeracy. There were many initiatives to promote literacy, including the Shannon Trust Turning Pages reading plan. This was designed to help prisoners improve literacy skills, with the help of a mentor.
5. Board members invariably reported a good atmosphere in the teaching rooms with much positive interaction between prisoners and staff. Prisoners were seen to be actively engaged in learning activities.
6. Attendance in education activities was encouraging at between 72-77%. It was felt that the return to a full regime had a positive effect on prisoners and led to a decrease in dismissal from classes.
7. In July it was noted that the music activities had been suspended because of staffing issues and the Tools for Change course, popular with prisoners, did not run for an extended period because of staff absence. Another concern was the end of the Life Skills programme for vulnerable (B1) prisoners. There was no specific programme to address the needs of these men for most of the reporting period. The excessive length of time taken to replace staff appeared to cause major disruption to the education programme.

10 WORK, VOCATIONAL TRAINING and EMPLOYMENT

1. The prison returned to a full regime from October 2017, after operating a restricted regime throughout the previous year. The ramp up of activities was gradual, but the increased level of activity during the year was to be welcomed. A wide range of activities were available, including wing cleaning, kitchen work, breakfast packing, laundry and recycling, as well as painting and gardening teams.
2. Men who refused work with no valid reason were, after three such occurrences, placed on an IEP Basic status to discourage refusals. This has helped increase overall participation.
3. Attendance levels were above 70% throughout the year, with the trend moving up in later months (e.g. July and August attendance was around 80%). Reasons for non-participation or dismissal from activity (e.g. security) were monitored and reported on and the levels of unacceptable absence for the period April to August were consistently around 5%. This compared favourably with the same period last year when absences were between 8% and 11%.
4. A Street Works course, with a recognised qualification, ran during June and July and proved popular. Another course was planned for the new reporting year. Bike maintenance and vehicle repair workshops continued to prove popular, both of which provided industry recognised qualifications.
5. Another successful activity was packing work for a supermarket's diffuser product. A large number of men were involved in this work, and the nature of the work provided some in-cell and on-wing activity for people who could not get to workshops.
6. One area that gave rise to concern was the lack of opportunity for B1 men (the vulnerable prisoner wing) to have access to as much purposeful activity as the general prison population. This was reported at various times in the year. B1 men were reported as not getting access to work or exercise. The main activity that remained open to B1 men was gardens work, with around 15 places each day. Many men responded well to this and it did have the benefit of providing horticultural qualifications that are externally recognised. There was a concern, however, that these men suffered verbal abuse from other prisoners who shouted at them from the windows of the medical waiting rooms. For those who did not do gardens work, there was a long-standing and concerning issue of lack of exercise opportunity as the prison found it difficult to provide adequate provision between Monday and Thursday. This was an unresolved issue in August.
7. In addition to B1 men, it was also reported that men on F1 (the drug rehabilitation wing) and the men on R 45 experienced similar issues with lack of exercise for the last seven months of the year. The prison leadership were aware of the issue and were investigating ways to improve the situation.
8. The introduction of key workers in the latter part of the year was being used to support purposeful activity. The case notes were providing the Activity Hub with a better picture of individuals and, together with key workers, they were seeking to place men into suitable jobs.

11 RESETTLEMENT PREPARATION

1. One initiative that was having a very positive outcome was prospective employers coming into the prison to interview prisoners with a view to an offer of employment on release. This work-based interaction with employers proved very beneficial to the men as it was giving them experience of what is expected of them in work place. This project also involved prisoners being given an opportunity to obtain certificates for employment in the construction industry, such as Health and Safety tickets.
2. In January 2018 Cardiff IMB began a thematic review relating to preparation for release. A report was written on the findings which included a number of issues of concern.
3. There appeared to be a discrepancy between official statistics and prisoners' recollections. The completion rate for the appropriate documentation was high; the completion rate for the Basic Custody Screening Tool 1 for the six months to November 2017 was 89%. However, during interviews of 34 prisoners, although it was recognised that some prisoners did not want to engage with the process, some did not seem to be aware of it, could not remember taking part or were vague about their involvement. The completion rate for the Basic Custody Screening Tool 2 for the same period was 100%. During interviews, however, only 26% of prisoners recalled the BCST2 being completed.
4. Housing was the most significant area in the resettlement process requiring assistance. This was borne out by prison statistics, as well as the sampling that we undertook. Of 23 men interviewed on the day of their release, only 13 had a definite place to sleep that night. This was of great concern in that these men were being released during an extremely cold winter period. One extreme example was of a man being released with a travel warrant to Coventry, 44p in his pocket and nowhere to sleep that evening. Subsequent monitoring continued to reveal a pattern of up to half the men released each day having no accommodation. Appointments were made for these men to apply for accommodation on the day of their release, but there was a clear expectation that none would be offered. Of men stating that they had accommodation on release, a number were "sofa surfing" or in temporary hostel accommodation.
5. There was a general expectation held by men without accommodation that they would be sent to the Huggard Centre hostel. A number of men expressed fears in relation to the hostel, citing being pressurised into taking drugs, facing violence or having possessions stolen.
6. It appeared evident from the data collected that the lack of accommodation on release was a significant factor in reoffending. Many men were quite clear that they would soon return to prison, some after deliberately offending, in order to gain accommodation and regular meals in the prison. It was also the view of St Giles staff that the lack of accommodation was a major factor in reoffending, with up to a third of the men in the prison seeking help to find accommodation on release at any one time. The Board provided the Welsh Assembly Government with a copy of the review findings, which received a very positive response. A meeting between the Board and Assembly officials was in the process of being arranged at the time of writing.

B Section – Work of Board

BOARD STATISTICS Report 2017/2018	
Recommended Complement of Board Members	17
Number of Board members at the start of the reporting period	11
Number of Board members at the end of the reporting period	11
Total number of visits to the Establishment	557
Total number of segregation reviews attended	45

C Section - Applications

Code	Subject	Current reporting year	Previous reporting year
A	Accommodation including laundry, clothing, ablutions	37	5
B	Discipline including adjudications, IEP, sanctions	5	1
C	Equality	10	4
D	Purposeful Activity including education, work, training, library, regime, time out of cell	33	25
E 1	Letters, visits, phones, public protection restrictions	86	21
E 2	Finance including pay, private monies, spends	18	13
F	Food and kitchens	5	9
G	Health including physical, mental, social care	44	38
H 1	Property within this establishment	17	14
H 2	Property during transfer or in another establishment or location	19	12
H 3	Canteen, facility list, catalogue(s)	7	12
I	Sentence management including HDC, ROTL, parole, release dates, re-categorisation	34	26
J	Staff/prisoner concerns including bullying	40	26
K	Transfers	21	35
	Total number of IMB applications	438	332