



Annual Report
of the
Independent Monitoring Board
at

HMP/YOI Eastwood Park

for reporting Year
November 2017 to October 2018

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Monitoring fairness and respect for people in custody

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1. STATUTORY ROLE OF THE IMB

- 1.1 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.
- 1.2 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.
- 1.3 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.
- 1.4 The Independent Monitoring Board at Eastwood Park is committed to treating all those with whom it interacts, with respect and fairness regardless of such factors as race, colour, ethnicity, religion, belief, national origin, gender, age, marital status, gender reassignment, sexual orientation or disability.

2. EXECUTIVE SUMMARY

2.2 This report presents the findings of the Independent Monitoring Board at HMP/YOI Eastwood Park for the period 1 November 2017 to 31 October 2018. IMB evidence comes from observations made on 382 visits to the establishment by Board members. In addition members have scrutinised records, reviewed data and drawn conclusions from interaction with prisoners and staff.

Main Judgments

2.3 In the Boards' view Eastwood Park is a well run prison where managers and staff treat prisoners with professionalism and care. However, despite this, the Board is concerned by high levels of self-harm and violence (Paragraphs 4.7 and 4.8).

2.4 Fairness

Prisoners at Eastwood Park were treated fairly with few exceptions. The prison system seemed to find it difficult to meet the needs of prisoners with more complex or less common needs e.g. transgender or those requiring a specific diet (Paragraphs 5.9 and 7.10).

2.5 Humane Treatment

Managers and staff at Eastwood Park treat prisoners humanely with few exceptions. There were few occasions when the IMB considered a prisoner was not treated humanely e.g. prisoners segregated for long periods (Paragraph 6.4).

2.6 Preparation for Release

The Board considered the preparation of prisoners for release to be, for some, inadequate. Too many prisoners left Eastwood Park without suitable accommodation, there was insufficient focus on improving their employability and not enough was done to address the reasons underlying offending (Section 10).

2.7 MAIN AREAS FOR DEVELOPMENT

2.7.1 TO THE MINISTER

2.7.1 Will the Minister review resourcing of prisons to ensure that there are sufficient staff to cope with fluctuations in demand? (7.1-7.2)

2.7.2 Will the Minister ensure that the new resettlement service is fit for purpose? (Section 10)

2.7.3 Will the Minister ensure that there are no further delays in building the new Offender Management Unit? (10.8.1)

2.8 TO THE PRISON SERVICE

- 2.8.1 Will the Prison Service ensure that the segregation of prisoners is kept to the minimum necessary to safeguard safety and security? (6.4)
- 2.8.2 Will the Prison Service raise with Home Office colleagues the failure of the police to investigate assault cases within prison? (6.10-6.11)
- 2.8.3 Will the Prison Service improve the efficiency and effectiveness of the building maintenance programme? (7.4)
- 2.8.4 Will the Prison Service give more attention to the use of illicit drugs in women's prisons? (8.8.13)

2.9 TO THE GOVERNOR

- 2.9.1 Will the Governor ensure that IMB is informed of the time and location of segregation reviews? (6.6)

2.10 IMPROVEMENTS

- 2.10.1 Health attendance at first reviews increased from 70% in 2016 to between 80% and 90% in 2018.
- 2.10.2 There was some improvement in staffing levels as a result of recruitment.

3. DESCRIPTION OF THE PRISON

- 3.1 HMP/YOI Eastwood Park is a female closed local prison situated mid-way between Gloucester and Bristol by the village of Falfield, South Gloucestershire.
- 3.2 The operational capacity of Eastwood Park is 442 prisoners. Based on a snapshot - 80% of the prisoners were sentenced (an increase of 10% on last year), 21% were sentenced to less than 12 months (a significant reduction from last year), 30% to between 12 months and less than 4 years, 16% to 4 years or more (an increase on last year), 14% were on indeterminate sentences and 10% had been recalled (both significant increases on last year). These changes reflect a greater proportion of prisoners with longer sentences spending more of their time at Eastwood Park.
- 3.3 Eastwood Park has 10 residential wings. They include a Mother and Baby Unit, 2 wings specialising in dealing with substance misusers, a Personality Disorder Unit, an induction wing for new prisoners, a wing for those on an enhanced regime and a wing for prisoners with complex needs requiring significant mental health and other input.
- 3.4 Eastwood Park also takes remand and sentenced prisoners from local courts covering a wide catchment area extending over South Wales, the South, the South-west, and the Midlands. Eastwood Park is the local prison to 77 courts. Around a third of its prisoners came from Wales.
- 3.5 Health Care is provided by Inspire Better Health and Education by Weston College.
- 3.6 In March 2017 Her Majesty's Inspectorate of Prisons published an inspection report which reported that "Overall, we still considered Eastwood Park to be a well-led, generally safe and decent prison, but an institution that was showing signs of being under strain."

4. SAFETY

4.1 In 2015-16, the IMB reported that there had been seven deaths in custody. In 2016-17 there were no deaths, albeit the levels of self-harming in the prison were still very high and a serious concern. The Governor and her staff continued to investigate the underlying causes and searched for actions that might improve the situation. In 2017-18 there were 2 deaths which are still awaiting inquest.

4.2 Management Structure of Safer Custody

4.2.1 All reported incidents of self-harm and violence were discussed at the daily operational meeting. Multi-disciplinary meetings were held weekly to discuss specific individuals (a short profile of each was prepared by the safer custody department).

4.2.2 The Safer Prisons meeting was held monthly, chaired by head of Safer Prisons. Listeners and Safer Custody orderlies attended this meeting, and their input was valued and often acted upon e.g. feedback from the exit questionnaire introduced in November 2017.

4.2.3 The Strategic Management Team met quarterly analysing trends and developing strategy. A new data analyst post was filled in August, enabling greater accessibility and easier presentation of data. A quarterly staff newsletter was reintroduced in June to promote safer custody initiatives and to share recommendations from outside inspections.

4.3 Assessment, Care in Custody Teamwork (ACCT) Procedures

4.3.1 The number of open ACCT documents remained high - averaging between 50 and 60 per month. The Governor commissioned an independent review to investigate the reasons for this high number, but the disparity with other prisons remained unclear. The majority of ACCTs were opened in Reception and many were closed soon afterwards. A change in policy by Healthcare meant that any history of self-harm prompted the opening of an ACCT by health professionals, no matter how current risks were considered. At the beginning of November 2018 there were 22 trained ACCT assessors within the prison.

4.3.2 One inquest recommendation from 2017 was that there should be greater family involvement in the ACCT process. An ACCT quality audit was carried out by senior management from June 2018, looking at 10% of live ACCTs and 10% of closed ACCTs. Elements of good practice were noted, though a lack of family involvement at reviews remained a focus of concern.

4.3.3 Health attendance at first reviews increased from 70% in 2016 to between 80% and 90% in 2018.

4.3.4 ACCT documents were also looked at weekly by the IMB. The quality of observations and care mapping seemed to have improved, though sometimes there was a lack of attention to detail.

4.3.5 Most women said they found the ACCT process helpful. Some staff and women stated that there was a risk-averse attitude toward the opening of ACCT documents, or that women demonstrated a risk of self-harm in order to get attention from staff.

4.4 Safer Custody Strategies

4.4.1 A Violence Reduction Strategy was published in Eastwood Park in February 2018.

4.4.2 There were between 4 and 6 trained Listeners (“Insiders”) working in the prison. The number of call-outs reduced by about 50% after the introduction of in-cell telephones in January. In October there were 46 in-cell calls to Samaritans, and 10 requests for a visit in person.

4.4.3 There were up to 6 Safer Custody orderlies working within the prison. They were a prominent presence, and the Safer Custody logo (an orange sun) was also prominently displayed. Safer Custody orderlies saw all new receptions both in Reception and on the wing the day after they came into the prison. Insiders accompanied the women from Reception to the Induction wing where they are housed for the first 10-14 days of their sentence.

4.4.4 During 2018 a “room ready” service was introduced on Res 8, so that cells were prepared by orderlies for new arrivals. Women were also given a “keepsake box” including pens, paper, distraction items and lavender bags.

4.4.5 Safer Custody orderlies made regular visits to the Complex Needs Unit, where women who were acutely mentally unwell or who had other complex needs lived. The IMB witnessed some imaginative work by orderlies and staff encouraging those women to paint, cook, and engage in crafts and therapies. However the IMB remained concerned that some women housed on this wing were too ill to engage with the options available at Eastwood Park and often spent a long time waiting to be transferred to hospital.

4.4.6 The IMB also had some concern about how an equivalent access to telephone contact with family and professional support could be achieved for the women on this wing.

4.4.7 In March 2018 the mental health team at Eastwood Park extended the hours it could provide appointments to 8am-8pm.

4.4.8 In August 2018 the Safer Custody Team introduced a “Time to Talk” scheme, visiting every unit for an hour every fortnight. Women who did not have family to write to were encouraged to write for the Safer Custody newsletter.

4.4.9 In September 2018 the Challenge Support Intervention Plan (CSIP) was introduced. It aimed to support individuals whose behaviour in custody was considered to pose a risk to others or to themselves. The scheme appeared to have been welcomed by staff and by prisoners. There were twelve plans in place in October and seven in November. Prisoners expressed concern that they needed to name the perpetrators of anti-social behaviour, and staff agreed that reluctance to give names can prevent an investigation going ahead. However the personal and ongoing contact appears in general to have been welcomed.

4.4.10 An exit survey was introduced in November 2017, asking women about their experience at Eastwood Park. The number of women completing the survey varied month to month, and it is a subjective analysis, so it was difficult to comment statistically. The majority of women throughout the year said that they felt safe at Eastwood Park and supported by staff. They attributed bullying and anti-social behaviour to vapes and drugs. In a survey, 35 out of 54 women felt that there was a lot of violence at Eastwood Park.

4.5 Training

95% of all non-directly employed staff had received the new training aimed at reducing suicide and self-harm. 100 discipline staff remained to be trained, and the prison was very aware that all prisoner-facing staff must be trained by March 2019. The intention was to lock down the prison for a day in January or February 2019 to enable all remaining staff to be trained. Trauma-informed training had also been provided weekly from July 2018.

4.6 Deaths in Custody

4.6.1 There were two deaths in custody during 2018. Both are awaiting an inquest.

4.6.2 Three inquests took place in 2018 relating to deaths that took place in 2016-17. The first reached a verdict of accidental death and no recommendations were made; the second reached a verdict of inadequate clinical care: i.e. overprescribing of methadone and inadequate ACCT checks; the third also reached a verdict of inadequate care, but made no recommendations, stating that every issue that had been relevant at the time had been addressed by the establishment.

4.7 Levels of Self Harm

	Dec '17	Jan '18	Feb '18	Mar '18	Apr '18	May '18	June '18	July '18	Aug '18	Sept '18	Oct '18
Total no. self harm	133	82	67	147	84	108	86	88	86	56	48
Resuscitations	0	0	0	2	0	0	0	0	0	0	0

4.7.1 In February 2018, cutting overtook ligaturing as the predominant method of self-harm.

4.7.2 Self-harm figures for the Complex Needs Unit were recorded separately from the rest of the establishment because they were considered exceptional.

4.8 Levels of Violence

Between October 2017 and September 2018 there were 128 adjudications for assaults against staff. During the same period the previous year there were 80. This represents a significant rise. During the same periods adjudications for violence towards prisoners dropped from 177 in 16-17 to 104 in 17-18.

4.9 Concerns

- 4.9.1 There was an increase in levels of violence within the first 30 days of sentence, associated with women returning to custody on recall.
- 4.9.2 There was a significant increase in violence against staff.
- 4.9.3 There was a persistent difficulty in recording the reasons for violent and anti-social behaviour (generally less than 50%).

5. EQUALITY AND FAIRNESS

- 5.1 Equality and diversity was the specific responsibility of a senior manager and towards the end of the period one officer's time had been ring-fenced. This had enabled a stronger focus on equalities. In addition, equalities lead officers were being identified for each of the protected characteristics.
- 5.2 The Diversity and Equality Action Team (DEAT) was chaired by the Governor and membership included a range of senior managers and other staff, representatives from health, education, chaplaincy and IMB plus prisoner representatives.
- 5.3 The following information is drawn partly from the Equalities Officer's report October 2018 and the Chaplaincy report of November 2018:
- 5.4 **Foreign National Prisoners (FNP)** - there were 30 FNPs in Eastwood Park - double the number last year. The biggest group was from Europe, totalling 17 women. A Home Office representative visited once a month. There were no specialist voluntary organisations providing advice and guidance - this was still a significant gap. The prison had been unable to commission a service because of the cost. It emerged that the Home Office does not provide official documents in the first language of the prisoner. In addition, the cost of the translation and interpretation services which were provided under a draw-down contract seemed to deter their use. The Equality Officer was in the process of convening a discussion group for these prisoners.
- 5.5 **Race** - the population at Eastwood Park was 84% White - this represented a lower proportion of ethnic minorities than in the prison population in general but more closely reflected the population in the South West. The Sophie Lancaster Foundation delivered a presentation about hate crime to around 35 prisoners and some staff.
- 5.6 **Older Prisoners** - there were three prisoners over 70, seven aged between 60 and 69 and 26 aged between 50 and 59. This was less than 10% of the population and less than last year. A well-regarded group called The Rubies ran frequent groups for women over 50 and the Bluebells group was run for prisoners in their 40s. The Board continued to be impressed by the dedication of staff running this service.
- 5.7 **Religion** - out of 386 prisoners, 178 identified themselves as Christian and 16 as Muslim. The Chaplaincy was very active in the prison running many services and groups. For example in October 2018 they reported having had well over 1000 contacts with prisoners. The Chaplaincy has sometimes struggled to manage a challenging workload especially without the benefit of a managing chaplain.
- 5.8 **Disabled Prisoners** - the largest group of disabled prisoners were those with a mental health problem - this was higher than last year at 174 prisoners. Eastwood Park staff tried to make sure those with a disability were catered for but the campus remains unsuitable for individuals with mobility problems. Prisoners in wheelchairs could not reside on some wings and this has meant a lack of equality of opportunity. The Governor has recognised that adjustments could be made.

However it has taken a considerable time to prepare a business case and for this to be taken forward by the Ministry of Justice.

5.9 **Lesbian, Bisexual and Transgender Prisoners** - there were usually 3-4 transgender prisoners at any one time at Eastwood Park. Most were well integrated into the prison community. One prisoner told the IMB that they were treated better in Eastwood Park than they had been in the community. However, prisoners with more complex needs were managed nationally. The IMB has been very concerned that prisoners who had been segregated as they were considered a risk to others were left for a long time as decisions were made about their future. This represented inhumane treatment in our opinion. We do recognise that in these cases the prison itself was not responsible for the delay.

5.10 **Young Offenders** - there were 17 prisoners in the age-range 18-21 years (lower than last year, and less than 4% of the operational capacity). The only specific activity for these prisoners was a group run by the Chaplaincy. We raised this issue in the three previous reports.

5.11 **Gypsy and Traveller Prisoners** - there are a small number of prisoners who self-identify as Gypsy/Traveller. It is thought that this is an underestimate as some choose not to identify themselves.

5.12 **Discrimination Incident Reporting Forms (DIRFs)**

5.12.1 The IMB monitors a sample of DIRFs at least once a year. In April 2018 they were monitored and the following observations made:

- There were clearly issues with DIRFs where there was no third party verification of what happened, either because no one came forward or witnesses had left Eastwood Park. In these cases the finding was that the complaint had not been upheld. There was a qualitative difference between those cases where the investigation showed there had definitely not been discrimination and those where there was no way of proving it one way or the other. We were concerned that it should be possible to differentiate.
- We asked if the Equalities Officers analysed the DIRFs to see if there were any patterns emerging – even if there was not enough evidence it could be that if the issue was raised on a number of occasions it should be looked into further.

5.13 **Concerns**

5.13.1 The lack of availability and ease of use of translation and interpretation services and formal documentation in different languages.

5.13.2 The delay in making adjustments to allow freedom of location for disabled prisoners in wheelchairs continued to be a concern.

5.13.3 The lack of differentiation in outcome between DIRFs where there was sufficient evidence and those without.

5.13.4 The lack of focus for younger prisoners.

6. SEGREGATION

- 6.1 Currently, Eastwood Park does not have a Segregation Unit. If Good Order or Discipline (GOoD) or Cellular Confinement (CC) are awarded then prisoners are confined to their cells on their normal location unless, for security or safety reasons, a wing move is indicated. Whenever possible during confinement prisoners are allowed out of their cells for one hour a day for exercise; it is up to the prisoner whether they go outside.
- 6.2 This arrangement has advantages because prisoners feel less cut off from their peers – other prisoners will often talk to the prisoner through the cell door hatch. Unfortunately with numerous prisoners being segregated during the reporting period, this has resulted in considerable disruption for the wings, with the majority of prisoners being locked up whilst those segregated have exercise. This has been particularly noticeable in the second half of this reporting period when Residential Units 1 to 4 have held some very challenging prisoners and there have been numerous incidents of indiscipline.
- 6.3 Following a review of segregation at Eastwood Park, it has been proposed that one wing would become a Behaviour Management Unit with a brief to reduce levels of violence and indiscipline.
- 6.4 During the overall reporting period there were 515 prisoners segregated under Rule 53/58, GOoD or cellular confinement, with a noticeable increase during the last six months. This was consistent with our previous report. 334 of those prisoners segregated had open ACCTs, which was considerably higher than the 201 figure for last year. Segregation periods were normally between 1 and 16 days, however there were two instances of more than 42 days which were referred to the Head of the female estate for authorisation. One of these prisoners remained segregated for over 130 days. IMB members were very concerned about the lack of progress made in this complex case.
- 6.5 When they were in the prison Board members visited every prisoner on CC/GOoD (usually 4 times per week) and in the majority of cases no complaints are made about their confinement. The Board was nearly always informed within 24 hours of confinement. Whilst generally the paperwork was of an acceptable standard there were a number of instances where we informed the Governor that prisoners had not been given written notice of the reasons for their segregation and entitlements during this period.
- 6.6 Despite assurances given last year it is regrettable to report that IMB members have been unable to attend the majority of segregation review panels as advance notification of the time and location of meetings has been the exception. This meant that we were unable to monitor the process or sign the paperwork. Those review panels that we did attend were conducted well and with sensitivity.
- 6.7 Adjudications have increased on average by 20% when compared to our previous annual report. There were 1,312 adjudications held during the reporting period of which 921 were proven, 17 were dismissed and 216 not pursued. The IMB observes adjudications as part of our routine monitoring. All adjudications attended have been conducted fairly by a senior manager.

- 6.8 The annual review of forfeiture and privileges took place in April 2018. Tariffs were reviewed against national standards to reflect current risks at Eastwood Park. There were changes in several categories e.g. maximum losses and cellular confinement were increased for assault.
- 6.9 A total of 118 cases were referred to an independent adjudicator which resulted in the award of 763 added days of which 127 days were suspended and 194 days were prospective. 17 charges were dismissed.
- 6.10 The most serious cases were referred to Avon and Somerset Constabulary for investigation. It is concerning to report that many were not pursued promptly or with rigour. If there was an early indication that the case would not be pursued then it would be possible for the Governor to refer the case to the independent adjudicator for determination in a timely manner. Regrettably lack of police action meant that many alleged perpetrators of assaults against staff and other prisoners were released without charge at the end of their sentence.
- 6.11 Since January 2018 there have been 42 police referrals. Of these 37 were issued with crime reference numbers. There was evidence of ongoing inquiries in only 13 cases and some of these were minimal. Of the 27 referrals since the introduction of the Crime in Prisons tracker at the beginning of May 2018, only 3 cases had any indication of action by Avon and Somerset Constabulary.
- 6.12 Between October 2017 and September 2018 there were 128 adjudications for assaults against staff. During the same period the previous year there were 80. This represents a significant rise. During the same periods adjudications for violence towards prisoners dropped from 177 in 16-17 to 104 in 17-18.
- 6.13 Use of force is sometimes necessary in a prison. There were 289 instances during the reporting period, which was a 10% increase on the previous year. The most common reason was non-compliance, followed by preventative action to avoid harm to another prisoner, a member of staff or to the prisoner herself. If this occurs during a rota visit IMB members observe and on these occasions we have not witnessed anything untoward.

6.14 Concerns

- 6.14.1 Lack of action by Avon and Somerset Constabulary when serious assaults were referred to them by Eastwood Park which leads to some prisoners being released at the end of their sentence without the assault being dealt with.
- 6.14.2 Increased assaults on staff.
- 6.14.3 Delays in creating the new Behaviour Management Unit.
- 6.14.4 Prisoners being segregated beyond 42 days with lack of prompt centrally led decision-making to resolve this.

7. ACCOMMODATION

- 7.1 The Board's main concern throughout last year was inadequate staffing levels. Although there was an improvement in staffing with the recruitment of new prison officers, the prison rarely achieved a 'green' status i.e. fully staffed for the whole day. On many occasions the regime was suspended and prisoners' activities curtailed or limited. They have been unable to attend education, health appointments, and other activities. The staffing levels were affected by a high number of bed watches and other unpredictable events which took officers out of the normal duty rota and meant that for safety reasons the prison was on lockdown.
- 7.2 The IMB remained concerned that staffing arrangements were such that it was impossible for prison management to maintain a full range of rehabilitative activities. This issue has become more significant as prisoners are spending more of their sentence at Eastwood Park.
- 7.3 It was welcome that many of the new recruits were female officers which might mean that the ratio of female to male staff would be a better fit for a female prison.
- 7.4 Eastwood Park is a complex campus of buildings, many of which are showing signs of age, and reflects the meagre programme of maintenance. Year on year the problems get worse. The changes brought about by the collapse of Carillion and the introduction of a new facilities provider do not seem to have improved matters. There were a number of concerns raised by the Board during the year, for example the following issues which were reported last year and are still awaiting resolution:
- water damage from a leak reported by the IMB in last 2 annual reports;
 - poor visibility and communication through poorly designed cell doors;
 - cells not designed for proper privacy in the shower/toilet area;
 - limited access to some parts of the prison for those in wheelchairs, for example a prisoner in a wheelchair was not able to live on some wings because of the lack of accessible cells;
 - lack of attention to rotting wood on one wing resulting in more serious problems.
- 7.5 The Mother and Baby Unit suffered catastrophic water damage and was closed from May 2016, only reopening in August 2018. It was shameful that the Ministry of Justice took so long to complete refurbishment.
- 7.6 There was an increase in applications to the IMB on matters relating to residential accommodation. In particular, there were repeated and multiple applications about the limited range of TV channels and the lack of a Prison Radio channel.
- 7.7 The prison went smoke-free last year and it was a well managed introduction. We are disappointed to report however that vapes have replaced tobacco as a focus for illicit trading and bullying.

- 7.8 On the positive side, on a number of occasions the IMB has monitored new prisoners who were all very complimentary about their entry into the prison and in particular the attitude and helpfulness of the reception staff.
- 7.9 A persistent problem had been the cleanliness of the visits room and particularly the area set aside for children. This improved somewhat this year with the staff running the Busy Bean cafe in the visits room taking responsibility for the area, although there were occasions when the IMB were concerned about the cleanliness of the toys.
- 7.10 The IMB received relatively few complaints about food at Eastwood Park. Given the very limited budget for food, this was a credit to the catering staff. The main focus for IMB attention was the provision of gluten-free alternatives particularly for those for whom gluten-free was a health necessity. There was a ridiculous situation where gluten-free cereals came in child-sized portions and were therefore inadequate. The IMB had to fight for several weeks to ensure that one prisoner was allowed a proper gluten-free set of options. The matter was compounded because, although prisoners were allowed to purchase items from a limited canteen list, it was not sufficiently flexible for niche items to be included on the list. Therefore those prisoners requiring special diets were disadvantaged.

7.11 Concerns

- 7.11.1 Staffing levels to ensure a full active regime were a significant concern for the IMB.
- 7.11.2 The fabric of the prison was getting worse due to the meagre programme of maintenance, to the point that prisoner safety was being compromised.
- 7.11.3 Arrangements for those on gluten free diets needed to be improved.

8. HEALTHCARE

- 8.1 There are four main healthcare providers in Eastwood Park: Bristol Community Health (BCH) provides medicine management, planned care, urgent care and clinical substance misuse service; Avon and Wiltshire Trust (AWP) is responsible for mental health and substance misuse service; Hanham Health provides the GP cover, including out of hours and administrative staff. NHS England Health and Justice commissioners commission BCH and other health providers such as dentist (Time for Teeth), optician, (Homecare Opticians), midwives (North Bristol NHS Trust) and sonographer (GP Care).
- 8.2 Pathways, the primary care centre which is similar to a GP practice in the community, is open Monday to Friday and operates up to 8 clinics simultaneously, seeing between 60 and 70 prisoners a day.
- 8.3 Pathways offers appointments with nurse practitioners, non-medical prescribers and GPs. There has been an active development programme of non-medical prescribers across the main healthcare specialities (SMU, Mental Health, diabetes, respiratory, sexual health).
- 8.4 Prisoners are seen within 24 hours of arrival at Eastwood Park by Healthcare. There is 24-hour nursing care in Eastwood Park and 24-hour on call GP cover. Prisoners are able to access female clinicians across all specialties. Patient care is tailored to clinical need, including escorts and bed watches to outside hospitals.
- 8.5 Access to medications to support offenders who are not able to have medication in possession has been improved by access to nurse administration through patient group directives.
- 8.6 Healthcare chair a monthly user group discussing the user experience of offenders and take forward suggestions to improve service information and design.
- 8.7 The Head of Healthcare met regularly with the IMB Board which has helped to resolve many of the issues raised in applications.

8.8 Substance Misuse

- 8.8.1 Many of the women entering Eastwood Park had substance misuse problems ranging from those with years of chronic usage resulting in significant health needs to those more lightly exposed to drug and alcohol misuse. This was one of the underlying causes of 'revolving door' prisoners. More recently newer forms of psychoactive drugs have been affecting new receptions and occasionally those who have taken substances smuggled into the prison.
- 8.8.2 The substance misuse service at Eastwood Park aims to support women in need of support with drug and alcohol problems. Women suitable for the service volunteer to engage and establish with the medical and psychosocial staff goals that achieve one of three options:
- Rapid detoxification
 - Stabilisation with a view establishing other goals in the future

- Long term maintenance prescribing.
- 8.8.3 Of the 1680 new receptions to the prison, 994 (59%) started a prescription. Of these 741 were opiate users entering treatment. Over the course of the year the substance misuse team treated 277 alcohol dependent prisoners, of whom 167 only used alcohol. Similarly there were 239 prisoners who only used crack.
- 8.8.4 The treatment that a prisoner could expect to be offered at HMP Eastwood Park from the health service focuses on psychosocial interventions as well as pharmaceutical support. Psychosocial interventions are traditionally group work and one-to-one sessions; pharmaceutical support consists of wide range of medications that manage the symptoms of drug use, and in some cases offer a substitute for the primary drug of choice. This is usually known as opiate substitute prescribing (OST).
- 8.8.5 From April 2018 there were some changes to the way that substance misuse is delivered at Eastwood Park.
- 8.8.6 Typically a prisoner has an initial screening interview with health care in reception, and discusses her immediate substance misuse needs with the doctor there. The prescribed treatment is then reviewed by a non-medical prescriber on the 5th day where adjustments may be made to the prescription if necessary. Kinnon is the Induction/First Night Unit with specialist detoxification services. Typically women spend up to a month on the wing before being moved to another part of the prison. Newcomers receive intensive support and observation for substance misuse and are located on Kinnon until 'fitted' as stable – after which they are moved to another wing. Both nurses and pharmacy staff supply medication from the dispensary located on each wing.
- 8.8.7 Pharmacological interventions are supported by psychosocial interventions according to the need and complexity of the substance misuse problem. Starting in April 2018 service users are offered the following range of interventions in relation to their presentation.

Low to medium support	Targeted group work including psycho-educational primarily education women about harm reduction. Health and Wellbeing workshops	Follow up support; care planning; discharge planning and onward referral
Complex Care support	Includes group work as well as structured one-to-ones. Service users typically were pregnant, suffer from Mental Health, struggle with frequent self harm and suicide, may be pregnant, or any other complexity.	All of the above including liaison with relevant services for complex care planning.

- 8.8.8 The service has sought to increase harm minimisation through the integration of the physical health care team and the psychosocial work force. Not only does this stand to benefit employees through the dissemination of skills across the joined team, but also ensures that the link between the perils of drug misuse and health and wellbeing issues can be made wherever they arise.
- 8.8.9 The substance misuse service continued to work closely with mental health to provide health and well-being groups both on Kinnon and within the general estate. Unfortunately recruitment issues have hampered this goal, however there was evidence to suggest that the team should be at full establishment in early 2019.
- 8.8.10 From April 2018 two additional roles previously not offered were added to the team. The dual diagnosis worker liaises between both mental health and substance misuse and manages a small case load of individuals suffering with both mental health and drug misuse. Additionally, the gate worker role targets after-care issues thus ensuring that onward referrals to third party organisations are adequately supported. The role involves developing and understanding the way in which this disenfranchised group of women can engage with community services through networking and troubleshooting. Unfortunately, cuts to services in the community meant that the needs of some women on release were not met, undermining any progress made in prison.
- 8.8.11 The substance misuse service at Eastwood Park continued to offer a popular abstinence programme. Suitable women committed to a drug and alcohol free lifestyle may join this community programme for a minimum of six to eight weeks and join a programme of 12 Steps groups, one-to-ones, and reflection. The programme offered excellent connections to rehabilitation services and sought to prepare women for the transition from prison to community.
- 8.8.12 The IMB has observed that prisoners leaving Eastwood Park have had good support to establish links with organisations in their home area. However it has also been observed that many prisoners struggle to find suitable accommodation for release and in the last few days before release there can be a scramble to find something.
- 8.8.13 Some prisoners continued to use illicit drugs in prison. This was a difficult issue that Eastwood Park struggled to control. The IMB observed occasions when staff had been affected by fumes from illicit drugs being used on the wing, the use of extractors to deal with fumes and prisoners apparently under the influence of illicit drugs.

8.9 Mental Health

- 8.9.1 Since April 2016 the health contract 'Inspire Better Health' (IBH) focussed on greater integration between the different health providers to ensure that the women received the right care at the right place and right time. The intention was

to forge much stronger working links with mental health and substance misuse psycho-social services. The service model changed from April 2018, but continued to provide a stepped model of care using a trauma informed model to inform all the interventions offered.

- 8.9.2 During the year there were 1025 referrals - an increase of 41 from the previous year. There were 40 Mental Health Act transfers, an increase of 10 from last year and 3 Section 117 Mental Health Act returns to custody.
- 8.9.3 There was substantial work undertaken to ensure that mental health attend the first multi-disciplinary reviews after the opening of an ACCT. This improved significantly.
- 8.9.4 A mental health crisis team operates 365 days a year with an 8am to 8pm service. The team operates across all wings of the prison providing support to first case ACCT reviews, assessing women who are in crisis and implementing intervention plans to support women who are acutely mentally unwell, being transferred to psychiatric hospital or who are self-harming. This includes the women who are on the Complex Needs Unit. The crisis team also provide groups; Creative Art, Shared Reading, Social and Games whilst continuing to support Infobuzz and Pets as Therapy sessions.
- 8.9.5 The mental health team provided mental health assessment by practitioners who had the additional qualification of being a non-medical prescriber and so could prescribe, adjust and review medication. The assessments could also consider non-pharmacological interventions which might be appropriate for the women.
- 8.9.6 The non-medical prescribers also worked with a new social prescriber post created within the mental health team. The role was to develop working links with other prisons departments such as education in order to support and enable women to attend general prison activities.
- 8.9.7 There is a dedicated team of staff to provide group work and interventions across the stepped model of care. The Wellbeing Groups were changed to be a 3-session programme which has had very positive feedback by the participants.
- 8.9.8 The dual diagnosis practitioner role was created in the model change to continue the service developments between mental health and substance misuse.
- 8.9.9 A neurodevelopmental practitioner post has extended the work undertaken by the learning disability practitioner and includes brain injury, autism, Asperger's and attention deficit/hyperactivity disorder. The role has also strengthened links with community services.
- 8.9.10 Learning disability and mental health awareness has continued to be offered to discipline and healthcare staff over this last year.

8.9.11 The whole process for using System 1 (the NHS IT system) was reviewed and a wide range of templates to document information improved recording and consistency.

8.9.12 Monthly reflective practice was established for the mental health team and the wing officers working on the Complex Needs Unit.

8.9.13 The most complex cases were held on this 10-bed unit. The prisoners tended to be the most challenging to deal with. There were often multiple self-harm incidents and it is a credit to the staff on this unit that they have saved the lives of many women. Some of the more challenging behaviour – violence against staff, dirty protests, spitting at staff and targeting specific staff in an unpleasant way - were dealt with professionally and with care.

8.9.14 There were occasions during the year when the unit has been full and difficult decisions have had to be made about who should be allocated a place.

8.10 Personality Disorder

8.10.1 Eastwood Park has a specialist unit and service for women with a personality disorder, which has expanded considerably since its initial development in 2015. The Nexus service is commissioned by NHS England and HMPPS and forms part of the National Offender Personality Disorder Pathway. The basic referral criterion for the service is women managed by the National Probation Service who are likely to have a personality disorder, aspects of which are considered to be linked to their offending.

8.10.2 The NEXUS service consists of the following components:

- A day service downstairs on the unit, which provides assessment, formulation, pathway planning and 1:1 and group therapy. The day service includes a well-established dialectical behaviour therapy programme, which is offered alongside a range of interventions related to risk/offending and well-being, including personality issues such as emotion regulation, relationships and trauma. During 2018 the day service also delivered the 'Pattern Changing' programme (a group for women who have been in abusive relationships), which was facilitated in partnership with the Nelson Trust.
- A PIPE (Psychologically Informed Planned Environment) with 16 residential places, which focuses on relationships, problem solving skills, and embedding skills gained from treatment. The PIPE was awarded an Enabling Environments award in 2017.
- An outreach service to the wider prison, for women who are unable to access the day service (i.e. due to their level of motivation or behavioural instability). This consists of providing low intensity interventions (e.g. engagement and motivational work, crisis planning etc.) to women, on their unit. The demand for this aspect of the service has increased over the past year, and provision expanded to meet this. For example, a self-soothe group was developed (in conjunction with

the prison's counselling psychologist), and offered within the most closed part of the prison, for women who self-harm.

- 8.10.3 A key part of Offender Personality Disorder Pathway is focussed on supporting and developing the wider staff group who work with complex cases with personality disorder. As part of its outreach work to the wider prison, Nexus offers consultation to professionals on complex cases, in addition to regular training and supervision to staff. Training provided across the past year has included 'Personality disorder awareness' and 'Working with transgender people in prison'.
- 8.10.3 Nexus facilitated pre-release planning meetings for women on their caseload and aims to refer to relevant services and link into the Offender Personality Disorder Pathway team in the woman's home area. In 2017 a new job role to support women being released to Wales was piloted to improve their resettlement and release planning. As the service continues to expand, Nexus intend to offer follow-up/resettlement work to a larger number of cases. A new post has recently been created to lead on developing the resettlement service for women working with the service.
- 8.10.4 Overall there was very positive feedback through focus groups, questionnaires from the women and the commissioners. The women felt that they had an experience that was very different from other wings: such as community feel, lower rates of bullying, more responsive and empathetic prison officers, more access to talking about problems rather than acting on them. IMB members visiting the wing have also received positive feedback from women about the service.

8.11 Concerns

- 8.11.1 Our main concern was the continued availability of illicit drugs.
- 8.11.2 During the year the Board continued to receive a high number of applications focused on health. The applications were mostly concerning the continuity of medication between community and prison and access to or quality of treatment. Discussions took place with the Governor and health managers as a result.

9. EDUCATION, WORK, VOCATIONAL TRAINING and EMPLOYMENT

9.1 Education

- 9.1.1 Due to the fact that the National Career Service contract was withdrawn, women were provided with a personal development folder which gave them details of available courses and also contained both a curriculum vitae and disclosure workbook.
- 9.1.2 Each learner was assessed to establish her correct level, then allocated to the most appropriate functional skills course. Tutors referred those with specific needs to the learning difficulties and disabilities specialist.
- 9.1.3 Those with Level 2 and with longer sentences were able to access distance learning and Open University (this increased to 10 students studying with Open University and 30 via other distance learning options). Three women gained their Level 3 Award in education and then became teaching assistants within the education department.
- 9.1.4 There were ongoing problems with wing staff not ensuring women attended education. This was still being addressed by the end of the reporting period.
- 9.1.5 Provision had increased: there were up to 100 places available with 80% of the learners currently assessed at level E3 or above. The other courses fed into work streams as directed by labour market information and the Prison Needs Analysis.
- 9.1.6 Women were paid more for attending functional skills courses than other courses and work placements. They received a bonus for successful completion of an English or Maths course. Activities had a very strict policy of not rewarding women with a work placement if they did not complete their courses.
- 9.1.7 There were frequent independent opportunities for prisoners to feed back on their education provision. This was done by the learning and skills manager regularly talking to classes about their experiences and their needs. Both the Weston College manager and learning and skills manager attended the monthly prisoner consultative group to respond to prisoner needs.

9.2 Work and Purposeful Activity

- 9.2.1 As has been stated in previous Annual Reports, development of this area was impeded by lack of space and skill specific areas in which to expand and offer additional opportunities. Whilst a new block containing one floor for workshops was planned, commencement of construction had been delayed and completion was a distant prospect.
- 9.2.2 Overall planning for women's needs and qualifications in work based opportunities was hampered by the short length of many sentences. With an average sentence of 42 days, long term planning and achievements were difficult to secure in short term attendance. Consideration was being given to delivering courses that address some of the aspects underpinning offending in conjunction with third sector organisations to try to counter some of the impact of short sentences.
- 9.2.3 Embedding functional skills was stated as a priority and there had been some progress in this area, although it was still work in progress. Creative use had been

made to develop the skills of some learners so that they were qualified to teach their peers.

- 9.2.4 A review took place during this period into how to link learning and activities to the wider goal of reducing reoffending and rehabilitation. There was evidence that the establishment was starting to develop a more strategic approach to the prisoner journey, though the challenge remained to meet the needs of an increasingly complex and diverse population.

9.3 Concerns

- 9.3.1 The main concern was the delayed development to replace the OMU and the additional workshop space.

10. RESETTLEMENT PREPARATION

10.1 Preparation for Release

- 10.1.1 The majority of prisoners at Eastwood Park received resettlement services from a Community Rehabilitation Company (CRC) for the South West and Wales - under contract with Working Links. The National Probation Service provided resettlement services for prisoners who presented a higher risk of harm.
- 10.1.2 The average stay at Eastwood Park was 42 days with many spending considerably less time. This made meaningful and thorough resettlement difficult to achieve for many.
- 10.1.3 Resettlement activity focused on resettlement pathways - housing, employment, finance/benefit/debt and family contact. Resettlement need was assessed when a prisoner enters the prison through the Basic Custody Screening Tool (BCST).

10.2 Accommodation

- 10.2.1 If a prisoner prior to custody had suitable accommodation then Resettlement discussed the options available to her. For Welsh prisoners a referral was made to Prison Link who supported accommodation needs including maintaining a tenancy and arranging/maintaining housing benefit.
- 10.2.2 Resettlement advocated and liaised with benefit agencies to make sure any benefits were maintained if women had a sentence of less than 13 weeks or 52 weeks on remand.
- 10.2.3 The CRC discussed the options to ensure any rent or mortgages were paid if possible or supported a prisoner to write letters or make phone calls to make arrangements.
- 10.2.4 They also discussed any utility bills or council tax bills and supported a person with writing any letters or making phone calls to companies where needed.
- 10.2.5 For those who were homeless, Resettlement discussed housing options available which were dependent on the home area. They also completed housing applications and sent these to the Offender Management team in the community. The offender manager completed the risk assessment on the housing referral and sent this on to the local authority. The CRC liaised with the local authority and made sure the prisoner knew what to do on release.
- 10.2.6 Resettlement also looked for other suitable accommodation depending on the needs. They had links with rehabilitation centres, hostels and housing providers.
- 10.2.7 During the year 1439 prisoners were released from Eastwood Park and of these 170 were released with no accommodation - 11.8%.

10.2.8 The IMB had applications from prisoners due for release who were anxious that no arrangements had been made for their housing.

10.3 Employment

10.3.1 Education was offered to all. Those on short sentences were at the very least offered Maths and English in order to improve their employability. Increasingly, education options were being aligned to work skills (nails, cleaning, production skills, customer service). In addition, functional skills were embedded into some work areas.

10.3.2 There were some limited Release On Temporary Licence (ROTL) opportunities although the IMB was concerned that there was insufficient focus on real-life work experiences.

10.4 Finance, Benefits and Debt

10.4.1 Resettlement assessed any debts, loans and mortgages through the BCST process and provided advice and guidance regarding debts including the number to the national debt helpline. A budgeting course was delivered through Education.

10.4.2 They established if a prisoner had access to benefits and ensured they understood how to reclaim benefits on release.

10.4.3 They also helped prisoners to apply for bank account within custody if there was sufficient time to do so.

10.4.4 They also completed one to one interventions to help prisoners to understand the importance of their finances and importance of dealing with their debts.

10.4.5 It was a concern that following the introduction of universal credit the opportunity to apply for benefits prior to release was removed. In effect this meant that prisoners had to survive for at least 5 weeks on their discharge grant of £47. This must undermine the woman's ability to remain crime-free. In addition those who had been recalled received no grant upon release.

10.5 Children & families

10.5.1 Prisoners kept in contact with their families through phone calls, visits and correspondence.

10.5.2 In-cell telephony implemented throughout Eastwood Park during 2018 with the exception of the Complex Needs Unit resulted in a significant increase in telephone calls made by prisoners. Another effect was a reduction in requests to see Listeners and calls to the Samaritans. This positive development was welcome.

10.5.3 The visits booking system implemented in early 2018 experienced initial teething problems but the system improved over time and was functioning satisfactorily.

- 10.5.4 The voluntary organisation PACT ran family visits including some all day visits in a more private setting. PACT also did more in-depth work with individual prisoners and their families.
- 10.5.5 With the reopening of the MBU and the intention to use the facility for a wider range of activities, a pilot nurturing (parenting) course involving a wider group of prisoners was planned.
- 10.5.6 A limited project of enhanced support work for a small cohort of prisoners back into Wales through Invisible Walls Wales also took place. It was regretted however that the 'Visiting Mum' project for women from South Wales had ended.
- 10.5.7 In our view the focus on maintaining and even improving family contact had improved through this year especially with the re-opening of the MBU.

10.6 Reducing Reoffending

- 10.6.1 The IMB had focussed some monitoring on resettlement throughout the year. When asked, most prisoners said that they had had no activities aimed at reducing their offending. In part this is because there were no direct reducing reoffending programmes at Eastwood Park but also because the activities aimed to address the underlying causes such as substance abuse or mental health. These issues have already been covered in this report.
- 10.6.2 The Restore programme is run by the Forgiveness Project charity in prisons under the victim empathy/restorative justice umbrella. Five courses each year are held at Eastwood Park and they received very positive feedback.
- 10.6.3 Referral to one of the women's centres available in the community was a positive option although these centres did not cover every community.
- 10.6.4 A revised Reducing Reoffending strategy was being introduced with achievable goals.

10.7 Sex Work and Domestic Violence

- 10.7.1 Referral to voluntary organisations addressing these issues was an option. However, Eastwood Park in collaboration with organisations such as the Nelson Trust had recognised that more could be done and in 2018-19 there were new developments planned.

10.8 Offender Management

- 10.8.1 The planned building to replace the crumbling Offender Management Unit was significantly delayed. The arrangements for housing the team in the meantime were not ideal.

10.8.2 In last year's report we criticised the Ministry of Justice for the delays in introducing a new offender management model for women. This was still not introduced by November 2018, a full 12 months later.

10.8.3 There was a large increase in applications regarding offender management. Typically, these were concerned with Home Detention Curfew, release dates and Release on Temporary Licence.

10.8.4 We also criticised the lack of coordination between the CRC, probation, OMU and Reducing Reoffending. Discharge boards met every two weeks prior to discuss prisoner release.

10.9 Concerns

10.9.1 Our main concern has been the overall inadequacy of the resettlement service. It seemed to us that the CRC team was never resourced sufficiently to employ enough appropriately experienced and qualified staff to provide a good resettlement service. It is to be hoped that the current recommissioning of these services addresses the issues.

10.9.2 The delays in benefit receipt upon release were a concern.

10.9.3 The delays to the OMU replacement building have been a major concern.

10.9.4 ROTL opportunities were very limited.

10.9.5 The absence of focussed activity to reduce reoffending continues to be an issue.

THE WORK OF THE BOARD

BOARD STATISTICS	
Recommended Complement of Board Members	13
Number of Board members at the start of the reporting period	6
Number of Board members at the end of the reporting period	9
Total number of visits to the Establishment	382

During the year we were joined three new members.

APPLICATIONS TO THE BOARD

Code	Subject	2017-18	2016-17	2015-16
A	Accommodation including laundry, clothing, ablutions	49	24	25
B	Discipline including adjudications, IEP, sanctions	4	4	5
C	Equality	11	4	12
D	Purposeful Activity including education, work, training, library, regime, time out of cell	8	12	15
E 1	Letters, visits, phones, public protection restrictions	31	30	26
E 2	Finance including pay, private monies, spends	5	3	7
F	Food and kitchens	11	11	9
G	Health including physical, mental, social care	58	53	55
H 1	Property within this establishment	25	29	13
H 2	Property during transfer or in another establishment or location	5	3	8
H 3	Canteen, facility list, catalogue(s)	2	6	1
I	Sentence management including HDC, ROTL, parole, release dates, re-categorisation	39	28	29
J	Staff/prisoner concerns including bullying	53	40	49
K	Transfers	2	3	0
L	Miscellaneous	2	9	N/A
	Total number of IMB applications	305	259	262

12.1 Applications by Month

	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
14/15	18	18	13	11	20	19	17	26	28	27	23	23
15/16	13	10	18	16	30	24	31	16	22	30	20	24
16/17	15	20	26	20	13	22	18	23	17	19	31	35
17/18	25	24	39	14	19	29	24	17	32	24	36	22

12.2 Time Taken to Deal with Applications

	Within One Day	Within 1 Week	Longer than a week
2014/15	32%	55%	13%
2015/16	27%	50%	23%
2016/17	55%	31%	14%
2017/18	40%	38%	22%

12.3 Analysis of Applications

12.4.1 There was a large increase in the volume of Applications to the IMB and it is the Board's view that the complexity of Applications has also increased. There were significant increases of Accommodation, Sentence related and Staff/Prisoner Relations Applications. There was a cluster of Applications which related to the provision of television and radio channels which accounted for the rise in Accommodation related issues.

12.4.2 Numbers of Applications per month went up and down and based on comparison with previous years there do not appear to be seasonally based fluctuations.

12.4.3 It was disappointing that Board Members were unable to resolve as many Applications within a day. We believe this is accounted for by the increased complexity of some of the cases and some of the responses to our inquiries were slow in coming.

12.5 What Do IMB Members Do with Applications?

12.5.1 Every prisoner has access to the IMB via an Application process - this is an important part of upholding the rights and decent conditions of the prisoner. Each wing in the prison has a locked box into which prisoners can post an application to the IMB. They can also stop us at any time and ask to make an application verbally or we can help them write one.

12.5.2 Every Monday we collect the applications from the previous week. We usually speak to the applicant before we start looking into it to ensure we understand what they are hoping for. We then investigate the issues. This often involves speaking to staff in various departments. If there has been a mistake or oversight we are able to prompt this being addressed. Sometimes there is little we can do to help. In either case we then go back to the prisoner and explain what we have done and what the outcome has been.