



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

**HMP Send**

**for reporting Year**  
**April 2018 – March 2019**

**Published**  
**August 2019**



*Monitoring fairness and respect for people in custody*

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# **1 STATUTORY ROLE OF THE IMB**

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

The Board is specifically charged to:

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

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

This report represents the findings of the Independent Monitoring Board at HMP Send for the period of 01/04/2018 to 31/03/2019. IMB evidence comes from observations made on unannounced visits, scrutiny of records and of data, informal contact with prisoners and staff and surveys of prisoner applications. The Board is grateful to prison staff for their cooperation and accessibility.

## 2 EXECUTIVE SUMMARY

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HMP Send is a well-managed prison where a prisoner who wants to turn her life around is given the opportunity to do so. The Board commends the prison staff, who are hard-working, conscientious and committed to the welfare of the women they care for.

Her Majesty's Inspectorate of Prisons (HMIP) carried out an unannounced inspection of HMP Send in June 2018. The Board agrees with this judgement by HMIP: HMP Send was, to conclude, an excellent prison run by a very effective governor and caring staff. The women at the prison were treated with decency and care, being kept safe and treated with respect. The prison provided services for some very difficult and potentially dangerous women, yet did so with confidence and competence.

### Main judgements

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#### **Prisoners are treated fairly:**

- Adjudications are fair and awards reasonable (section 5, point 7)
- Complaints are handled efficiently and in an acceptable time frame (section 5, point 6)

*However:*

- Imprisonment for Public Protection (IPP) prisoners continue to be held in custody many years after their tariff dates (section 11, point 1)
- Communications to prisoners are inconsistent (section 7, point 9)
- It is unfair that prisoners' property still gets left behind or lost on transfer to Send (section 7, point 6)

#### **Prisoners are treated humanely:**

- Accommodation is decent and food is of a good standard (section 7, points 1 and 4)
- Generally, prisoners spend most of the day out of their cells with opportunity to associate with each other (section 7, point 3 and section 10)
- Prisoners receive good healthcare and are well supported when in crisis (section 8, section 4, point 3)
- Board members regularly observe staff being caring, thoughtful and compassionate towards prisoners (section 7, point 2)
- The Chaplaincy provides prisoners with important spiritual, emotional and practical support (section 9, points 6,7 and 8)

*However:*

- The increase in drugs and mobile phones in the prison causes unrest and puts prisoners at risk (section 4, point 1)
- There has been a significant increase in self-harm (section 4, point 3)
- The dentists' waiting list is still much too long (section 8, point 1)
- Equality focus groups have been intermittent and unproductive (section 5, point 4)
- Incorrect roll checks regularly disrupt the regime (section 7, point 11)

### **Prisoners are prepared for release:**

- There are opportunities and a choice of courses which enable prisoners to gain useful qualifications (section 10, point 2)
- The Making Connections mentoring programme has made a significant contribution to prisoners' preparation for release (section 11, point 4)
- Release on Temporary Licence (ROTL) provides the few eligible prisoners with opportunities for employment experience (section 10, point 3)
- The Democratic Therapeutic Community (DTC) and Psychologically Informed Planned Environment (PIPE) allow prisoners the opportunity to overcome personal and behavioural issues, better preparing them for life outside prison (section 9, point 5)
- In the last six months all prisoners were released to appropriate accommodation (section 11, point 5)

#### *However:*

- There is a shortage of tutors for some vocational courses (section 10, point 1)
- The number of prisoners accessing Release on Temporary Licence (ROTL) has declined significantly since 2014 (section 11, point 2)

## **Main Areas for Development**

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### **TO THE MINISTER**

- It is unjust that IPP prisoners remain in custody many years past their tariff dates (section 11, point 1)
- Prisoners are disadvantaged by lack of effective communications between public sector and private prisons (section 7, point 10).
- Prisoners are missing out on the experience of working in the community on ROTL before release because of the strict eligibility criteria imposed on ROTL in 2014. (section 11, point 2)

### **TO THE PRISON SERVICE**

- The prison is unable to combat effectively the increase in drugs and mobile phones entering the establishment (section 4, point 1)
- The prison and the education provider are sometimes unable to recruit tutors in order to enable vocational courses to take place and to give prisoners more opportunity for purposeful activity. (section 10, point 1)
- The Prison Service is failing in its responsibility to look after prisoners' personal property during transfers. (section 7, point 6)

### **TO THE GOVERNOR**

- The waiting list for dental appointments is still too long. (section 8, point 1)
- Poor communications mean that prisoners are not always kept informed of developments or requirements. (section 7, point 9 and section 5, point 8)
- Equality focus groups have regularly been cancelled or proved to be ineffective. (section 5, point 4)
- Incorrect roll checks still disrupt the regime on a regular basis (section 7, point 11)

## **Improvements on last year's Main Areas for Development**

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- Clothing hand-ins are now staggered throughout the year and distributed more quickly.
- A new telephone on J Wing allows prisoners to talk more privately

### **3 DESCRIPTION OF THE PRISON**

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HMP Send is a closed prison for adult women. It has an operational capacity of 282.

All prisoners (except for those in the Induction Wing which has 10 dual-occupancy cells) are housed in individual cells with ensuite showers and toilets.

The prison has a variety of additional facilities which include a daytime healthcare centre, kitchen and dining room, gymnasium and sports hall, an education block, a multi-faith centre, two libraries, a hair and beauty salon, second hand clothes shop and a large horticultural area.

There is a Preparation Psychologically Informed Planned Environment (Pre-PIPE) unit and a Progression PIPE unit and the only Democratic Therapeutic Community (DTC) in the female estate.

In this reporting year, Central & Northwest London (CNWL) Foundation Trust provided primary care services and Mental Health In-Reach (MHIR), Cheam GP Practice provided GPs, Tooth and Mouth provided dental care and the Forward Trust provided an integrated substance misuse service. Surrey County Council provided services required by the Care Act. NOVUS provided education services. Gov Facilities Services Ltd provided facilities management. London Community Rehabilitation Company (London CRC) provided pre and post-release support for prisoners released into the London area. Kent Surrey and Sussex Community Rehabilitation Company (KSSCRC) provided pre and post- release support for prisoners released into Kent, Surrey, and Sussex. Prisoners released into other areas of the country were supported by London CRC.

A large number of voluntary and community organisations with a wide variety of experience provide a valuable contribution to the wellbeing of prisoners at HMP Send

## 4 SAFETY

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Send is a safe prison where violence is rare (26 incidents during the reporting year). Vulnerable prisoners are well supported, and bullying is addressed. An increasing number of more disruptive and volatile prisoners is presenting a challenge to staff.

1. Security intelligence and some finds indicate an increase in drugs and mobile phones in the prison. Their presence leads to dealing, debt, bullying and violence and poses a risk to prisoners and staff.
2. The prison has dealt with a small but growing population of more challenging prisoners thoughtfully and effectively through multi-disciplinary Safety Intervention Meetings, where prisoners' current and predicted behaviour is discussed at length, and the Challenge and Support Intervention Plan (CSIP).
3. Reported self-harm incidents increased significantly to 452 during the reporting year from 268 in 2017. Eight of these required hospital treatment. A small number of frequent self-harmers contribute substantially to these statistics. Some prisoners arrive at Send with a history of self-harm. Most prisoners who self-harm feel able to inform staff and are cared for in a supportive and constructive manner through the Assessment, Care in Custody Teamwork (ACCT) system and other care programmes.
4. Safer Custody meetings are well attended, comparative data is presented clearly and challenged appropriately by the Governor and Management in an ethos of continuous improvement.
5. The prison carries out periodic safety surveys to understand risk areas.
6. Some prisoners' smoking illicit substances could put staff and other prisoners' health at risk through passive smoking.

## 5 EQUALITY AND FAIRNESS

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In response to the Lammy Review prison management and the Board have increased scrutiny of equality issues.

1. Members' auditing of prison complaints, IMB applications, Discrimination Incident Report Forms (DIRFs) and use of force reports with body-worn camera footage has failed to produce any evidence of bias against black, Asian and minority ethnic (BAME) prisoners. However, with regard to incentives and earned privileges (IEP) status, at the end of the last quarter of 2018 59% of BAME prisoners were on standard regime compared to 47% of white prisoners.
2. Occasionally BAME prisoners tell Board members of perceived bias but it has not been possible to establish the truth of this.
3. The number of prisoners on the basic IEP level is usually less than 2% and there is encouragement from the prison to achieve enhanced status. However, prisoners have complained that there are too few incentives available for enhanced prisoners, so making it an unattractive goal. In January the prison introduced a scheme enabling prisoners with a positive behaviour record over a month to receive a £3 voucher to spend in the prison clothes shop. Seven prisoners have received vouchers in the first three months of the scheme.
4. Focus groups based around the protected characteristics were advertised but often cancelled at short notice: for example, from October to December 2018 only one out of the five advertised groups took place, apparently owing to staff shortages. Prisoners appear to have lost confidence in these groups and have told Board members that they do not achieve anything. Equality focus groups have been moved to a new time from March 2019.
5. There were 21 personal emergency evacuation plans (PEEPs) in place for prisoners with disabilities in March 2019. New wheelchairs have been purchased by the prison so that all mobility-impaired women can be effectively evacuated in an emergency.
6. The Board's monthly audit of prison complaints has established that responses are fair and timely.
7. Board members regularly observe adjudications and are satisfied that the judgements are well informed and appropriate.
8. The Board is concerned that not enough up-to-date prison information is available in translation for foreign national prisoners.
9. Prisoners aged under 30 make up 24% of the population at Send. They account for 49% of charged adjudications and 50% of proven adjudications. 71% of prisoners under 30 are on the standard IEP level compared to 43% of prisoners over 30. Younger women have commented to the Board that they are often bored and that there are not enough appropriate work opportunities to prepare them for release.
10. Prisoners have commented to the Board and in focus groups that the availability of black hair products is limited, and the hair salon does not provide sufficient black hair treatments or weaves.
11. An IMB audit of the 56 prisoner DIRF forms submitted from April 2018-March 2019 showed that incidents are thoroughly and impartially investigated and that there is no evidence of bias.
12. Board members have attended complex case reviews for transgender prisoners and commend the detailed knowledge of staff and careful attention given to prisoner needs.

13. There were some well-attended activities and events during the year such as Black History month in October, Burns Night in January and Chinese New Year in February. The Anne Frank prison project also visited Send in August.
14. The kitchens cater well for religious dietary requirements and the Muslim women were particularly pleased with the support received from kitchens during Ramadan last year
15. The Board continues to receive positive reports of the visiting experience from both prisoners and visitors. Staff are seen to be friendly and reassuring to visitors, ensuring the process runs as smoothly as possible.
16. Kitchens provide a good lunch and teatime treats on family visit days which are much appreciated by the prisoners and their families.
17. The IMB received 220 applications in the reporting year. Nine of these related to equality issues.
18. The composition of the Board is 60 % female, 40% male with one member from a BAME background.

## **6 SEGREGATION/CARE AND SEPARATION UNIT**

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HMP Send does not have a segregation unit. When prisoners are segregated for disciplinary reasons they are confined to their cells. This punishment was awarded 47 times during the year, usually for periods of seven or 14 days Board members visit these prisoners and have been satisfied that they are being monitored by senior management, chaplaincy and healthcare. The entitlements of prisoners on cellular confinement to a period of fresh air every day, phone calls, visits to the library, attendance at religious services, medical appointments and substance misuse meetings are monitored by the Board.

There are two observation cells for very short-term use for prisoners who are considered to be at serious risk. The constant supervision cell was used 35 times during the reporting period.

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

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1. Accommodation is decent and safe. Most cells have en-suite showers and toilets.
2. Board members are frequently pleased to observe wing officers and other staff showing kindness and consideration to prisoners.
3. Prisoners spend much of the day out of their cells and have opportunities to associate.
4. Food is of a high standard offering variety with daily fresh fruit and vegetables. Prisoners have an input to menus and recipes. The Board receives many positive comments about the food.
5. New arrivals reside in a separate wing with double cells. They are met and shown round by prisoners from the Prisoner Information Desk and Listeners.
6. Prisoners still regularly arrive at Send from other prisons without all their property. The loss is upsetting for prisoners and the ensuing efforts to get the property sent on are frustrating and time-wasting for prisoners and staff.
7. Every prisoner is now allowed two hand-ins of clothes a year. These are staggered by wing which allows items to be distributed more quickly. This is a welcome improvement.
8. Prisoners regularly complain about the low wages they receive. A prisoner who attends work, education or vocational training for the full week of nine sessions receives £11.05, of which £1 is deducted for her television. Prisoners with special responsibilities earn slightly more. Those who get no financial help from outside struggle to buy clothes and extras. The prison clothes shop, Sendsations, is considered too expensive. Some prisoners who have to resort to wearing prison clothes find them demeaning.
9. Communication of ongoing information to prisoners remains poor. Notices to prisoners (NTPs) are regularly produced by the prison but they are inconsistently displayed. The IMB has raised this issue with the Governor at six of the last twelve Board Meetings. On 25/2/19 none of the 12 NTPs dated 2019 was displayed on the main block PIN noticeboard.
10. The Board is concerned that prisoners arriving at Send are disadvantaged by poor communications and response times between Send, a publicly-run prison, and Bronzefield, a privately-run prison. Bronzefield fails to respond adequately, if at all, to prisoner property transfer queries, prisoner complaints and specific healthcare matters. Send staff report that they have no greater success in dealing with these issues.
11. Frequent incorrect roll checks continue to disrupt the regime and cause inconvenience to prisoners and staff. The Board remains concerned about the potential risk to prisoners.
12. Government Facilities Services Ltd have improved the facilities management of the prison through fast response times, proactive preventative maintenance, and auditing and inspecting equipment before failure occurs.

## 8 HEALTHCARE

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The Board acknowledges the continued focus on augmenting and improving Send's excellent healthcare provision. The area that still falls below an acceptable standard is dentistry.

1. The population at HMP Send remains in high dental need. An area of continued concern, raised in last year's annual report, is the dental waiting list, which reached a high of thirty weeks in August. At the end of the reporting period it stood at 15 weeks for new patients and 33 for treatment. Urgent cases are seen weekly.
2. Service improvements:
  - A new easy-read applications and confidential complaints procedure which is working well.
  - Bowel and breast screening service.
  - Local analgesia review clinic.
  - In-house specialist diabetic nurse.
  - Specialist nurse clinics in the management of diabetes.
  - Weight management schemes: healthy eating options, all gym staff qualifying as nutritionists, exercise programmes to encourage all ages and levels of fitness.
  - Flu vaccination: take-up was 100%, extended to the 50+ age group and those with eligible conditions.
  - Send is the first prison in the country to introduce NHS Spine.
  - Prisoners are training to become peer educators in Hepatitis C
  - Mental health in-reach is fully staffed and supports approximately 33% of the population at any one time.
  - Sixteen women are receiving social care support. Prisoners report a high level of satisfaction with the weekly visits by an outside occupational therapist and with peer support, but the prison has difficulty in finding enough suitable peer helpers.
  - The Forward Trust, which works with addicted prisoners, now provides eligible opiate-prescribed prisoners with take-home Naloxone kits on release, to help prevent fatal opioid overdoses during the first few weeks.

## 9 EDUCATION AND OTHER ACTIVITIES

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The education department continues to achieve the highest statistics for attendance, allocation and completion across the regional prison estate (at the 17/18 academic year end 95%, 84% and 79%) respectively.

1. Prisoners who are reluctant to engage with compulsory maths classes are encouraged by 'maths cookery' classes and outreach tutors engaging with them at their work places.
2. Prisoners express appreciation to the Board about the gym, the two libraries and the prison branch of the Women's Institute, but frequently comment on the shortage of things to do at the weekends. Commendable efforts are made by safer custody, gym and chaplaincy staff to improve this situation by organising activities and events.
3. HMP Send has the only Democratic Therapeutic Community (DTC) in the women's prison estate. Women in the DTC speak positively about the programme, and particularly about the DTC-dedicated staff. They acknowledge that the programme is very demanding and challenging. Despite efforts by staff the number of women in the DTC remains disappointingly low; prisoners say that this is because it is perceived to be extremely tough, and that this deters many suitable women from applying. At the end of this reporting period there were 15 women in the DTC, out of a complement of 24.
4. The prison has a Psychologically Informed Planned Environment unit (PIPE), which is divided into a Pre-PIPE group, focusing on ensuring that women are sufficiently motivated and engaged, and are prepared for the experience of living together in the second stage Progression PIPE, which is designed to enable prisoners to practice and maintain improved attitudes and behavior that they have achieved by attending other courses or programmes. Many women on the unit have particular difficulties, including personality disorders, autism, and complex mental health issues. This may explain why they are inconsistent in their reports on how well the unit is run when speaking to Board members. It is indisputable however that the good work that is carried out is frequently adversely affected by the cross-deployment of key staff. The number of women on Progression PIPE at the end of the reporting period was 12, with capacity for 20.
5. The chaplaincy is well run by a hard-working and caring team of staff and 80 volunteers. Prisoners frequently express gratitude for and appreciation of the faith services they provide. Religious worship is led in 10 different faiths
6. Courses run by Chaplaincy include Living with Loss, Sycamore Tree and Making Sense of Forgiveness.
7. Chaplaincy activities include a gospel choir, craft group, letter writing scheme, weekly films and special events.

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

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The regime requires every prisoner who is medically fit and below retirement age to be engaged in education, work or vocational training.

1. Each week many prisoners are returned to cells as "not required" for a work session because insufficient sessions can be adequately supervised (in March 2019 the weekly average was 204 out of 2,367 sessions, i.e. 8%). The location of the prison in rural Surrey, without public transport, the uncompetitive salaries offered in an area of full and well-paid employment and the long recruitment period has meant that it has not been possible to fill staff vacancies in the gardens and the multi-skills workshop. Sessions are regularly cancelled due to lack of supervising staff caused by unfilled vacancies or staff absences due to staff training, sickness, or annual leave.
2. Prisoners frequently express their satisfaction to Board members about achieving qualifications, which include hairdressing, horticulture, barista, business administration, personal training, British Institute of Cleaning Science and advice and guidance.
3. The prison has developed good relationships with local employers and prisoners who are eligible for ROTL benefit from paid and unpaid jobs with local and national businesses and charities. They provide valuable work experience before release.
4. A small number of prisoners are offered permanent jobs with these companies after release.

## 11 RESETTLEMENT PREPARATION

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1. The Board would like to reiterate its belief, as reported in former annual reports, that the continued detention of IPP prisoners who are past their tariff dates is unjust.
  - At the date of this report there were ten IPP prisoners at HMP Send, all of whom were over tariff;
  - eight were at least six years over tariff;
  - one was eight years over tariff;
  - during the year four prisoners transferred from HMP Send to open conditions and one remained at HMP Send on open conditions.
2. The Board regrets that at the end of the reporting year only 17 prisoners were benefiting from ROTL. This compares with a high of 50 prisoners during the 2013/14 reporting year. The new restrictions on ROTL eligibility, introduced in May 2014, have deprived many women of the useful opportunity of experiencing working life in the community before release.
3. Prisoners who have achieved qualifications are not given relevant employment opportunities when they achieve Tier 1 ROTL, but have to do gardening or work in the staff mess outside the gate.
4. The chaplaincy has devised, organised and runs the highly regarded Making Connections programme, which provides assistance to women in the last six months before release, helping them prepare for a return to the community by individual work with a mentor and organising post-release community support where possible. Many women report that Making Connections is the most useful preparation they get. The chaplaincy recruits, trains and organises a team of mentors (currently 12), and in this reporting year they have supported over 100 women.
5. A All 70 prisoners released from HMP Send during the six months to March 2019 confirmed at their discharge boards that they were going to a known address.
6. As reported last year, prisoners continue to express their frustration and confusion with either the lack of response or the extended time taken by the Offender Management Unit (OMU) to respond to their applications. Since 2018 the prison has instigated a system for monitoring replies.

A review of the OMU applications log on 2 April 2019 showed the following percentages of applications not replied to:

<u>Month of application</u>	<u>% not replied</u>
January 2019	45%
February 2019	35%
March 2019	46%

While the Board notes that the unit has suffered from chronic probation staff shortages, prisoners' experiences have been less than satisfactory.

7. As reported last year, the Board is concerned that the London CRC (who are required to provide pre-release support to the majority of prisoners released from HMP Send) continue to act only as a signposting service. They rarely attend or contribute to the bi-monthly interdepartmental meetings at which the more complex accommodation needs of prisoners due for release are discussed.

## 12 WORK OF THE BOARD

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<b>BOARD STATISTICS</b>	
Recommended Complement of Board Members	14
Number of Board members at the start of the reporting period	13
Number of Board members at the end of the reporting period	14
<b>Total number of visits to the Establishment</b>	<b>489</b>

## 13 APPLICATIONS TO THE BOARD

Code	Subject	Current reporting year	Previous reporting year
A	Accommodation including laundry, clothing, ablutions	7	19
B	Discipline including adjudications, IEP, sanctions	17	23
C	Equality	9	5
D	Purposeful Activity including education, work, training, library, regime, time out of cell	16	6
E 1	Letters, visits, phones, public protection restrictions	15	10
E 2	Finance including pay, private monies, spends	15	8
F	Food and kitchens	8	2
G	Health including physical, mental, social care	37	29
H 1	Property within this establishment	11	22
H 2	Property during transfer or in another establishment or location	20	26
H 3	Canteen, facility list, catalogue(s)	6	3
I	Sentence management including HDC, ROTL, parole, release dates, re-categorisation	29	23
J	Staff/prisoner concerns including bullying	21	23
K	Transfers	3	2
L	Miscellaneous	6	14
<b>Total number of IMB applications</b>		<b>220</b>	<b>215</b>