



Annual Report of the Independent Monitoring Board at HMP Send

**For reporting year
1 April 2019 to 23 March 2020**

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Introduction

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 is situated.

Under the National Monitoring Framework agreed with ministers, the Board is required to:

- 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
- inform promptly the Secretary of State, or any official to whom authority has been delegated as it judges appropriate, any concern it has
- report annually to the Secretary of State on how well the prison has met the standards and requirements placed on it and what impact these have on those in its custody.

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

The Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT) is an international human rights treaty designed to strengthen protection for people deprived of their liberty. The protocol recognises that such people are particularly vulnerable and aims to prevent their ill-treatment through establishing a system of visits or inspections to all places of detention. OPCAT requires that states designate a National Preventive Mechanism to carry out visits to places of detention, to monitor the treatment of and conditions for detainees and to make recommendations for the prevention of ill-treatment. The IMB is part of the United Kingdom's National Preventive Mechanism.

2. Description of the establishment

HMP Send is a closed prison for adult women with an operational capacity of 282, of whom around 27% are serving life sentences. It is situated in the Surrey countryside with well-spaced residential wings and offices. There is no public transport to the prison.

Residential wings range from two ageing prefab blocks to a 1990s block. All have single cells with shower and toilet facilities apart from the induction wing which has ten cells each shared by two prisoners.

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

Send is the only female establishment to have a democratic therapeutic community (DTC). It also offers a preparation psychologically informed planned environment (Pre-PIPE) unit and a progression PIPE unit.

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 provides services required by the Care Act. Weston College provides education services. Gov Facility Services Ltd (GFSL) provides facilities management. London Community Rehabilitation Company (London CRC) provides 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 contribute to the wellbeing of prisoners at HMP Send.

3. Executive summary

3.1 Background to the report

This report ends one week short of the full reporting year. The final week of March 2020 saw the start of the coronavirus lockdown when the prison regime changed. This week will be included in next year's report.

Some prison statistics in this report may include figures from the last week of March.

3.2 Main judgements

How safe is the prison?

The Board considers that Send is a safe prison, although it receives a number of challenging, volatile prisoners, many with complex mental health needs. During the reporting year prisoners and staff have told the Board of an increase in drug usage and dealing, bullying and debt (see paragraph 4.6). This contributes to more self-harm (4.2) and violent incidents (4.3) which threaten the equilibrium of the establishment. The Board acknowledges that prison management is continually focusing on maintaining safety.

How fairly and humanely are prisoners treated?

Prisoners are treated humanely and living conditions are decent (5.1). The Board has observed many instances of kindness and consideration from staff (5.3) and commends the high levels of personal attention provided by staff to women in crisis (4.2).

It is unfair that all eight of the imprisonment for public protection (IPP) prisoners at Send continue to be held for many years beyond their tariff dates, all by at least five years and one by 12 years (7.3).

Prisoners receive fair final responses to their complaints, but the process is frequently lengthened to 14 days by the use of interim holding responses (5.7). Adjudications are fair, but appeals can take up to four weeks (5.2). Unfairness arises when prisoners do not receive adequate support because of probation officer shortages (7.3), the Offender Management Unit (OMU) does not always respond promptly, or at all, to prisoners' applications (7.3), focus groups are cancelled (5.4), property goes missing on transfer to Send (5.8) or prisoners are let down by the unsatisfactory canteen service from DHL (5.1).

How well are prisoners' health and wellbeing needs met?

Most of the prisoners' physical and mental healthcare needs are met (6.1, 6.2, 6.3).

Many factors contribute to prisoners' general wellbeing, including purposeful activity (7.1,7.2), time out of cell and association, opportunities for physical exercise (6.5) and pastoral support from chaplaincy (5.5). However, fewer staff and more association time at weekends can lead to an increase in violence (4.3).

How well are prisoners progressed towards successful resettlement?

Education and vocational courses help prepare prisoners if they have long enough sentences to engage with them (7.1, 7.2). Rehabilitative programmes help prisoners

to address their personality disorders and addictions and help them learn to live cooperatively with others (6.3, 7.3).

In addition to the work of the CRCs, Making Connections offers prisoners support as they approach release, including finding accommodation (5.5, 7.5). Send has a considerably higher success rate in releasing prisoners to fixed accommodation than other female estate prisons (7.5).

The Board regrets that very few prisoners now progress to being released on temporary licence (ROTL) to experience work in the community and reconnect with their families before release (7.2, 7.5) and that the provision of IT is not adequate for distance learning at degree level (7.1).

3.3 Main areas for development

TO THE MINISTER

The Board continues to have concerns about the unjust detention of IPP prisoners who are all many years past their tariff date (7.3).

TO THE PRISON SERVICE

The Board is concerned about the failure to provide enough probation officers to give prisoners the support to which they are entitled (7.3).

The Board is concerned that fewer prisoners benefit from ROTL in preparation for their release, despite the implementation of the 2019 ROTL policy framework (7.5).

Prisoners should have the new Integrity Hotline added to the national permitted PIN phone numbers (4.4).

The Board is concerned that the canteen contract operated by DHL is unsatisfactory (5.1).

The prison continues to have difficulty in recruiting staff. Staff shortages can have an impact on the regime and thus on the prisoners (5.3).

Prisoners' property regularly continues to be left behind when they are transferred to Send (5.8).

TO THE GOVERNOR

The prison is not preventing illegal drugs from entering the establishment. This is having a negative impact on stability and the safety of prisoners (4.3, 4.6).

There needs to be better support for prisoners from OMU, with more timely responses to applications (7.3).

Regular incorrect roll checks have continued to disrupt the regime (7.1).

Prisoner equality focus groups should be held regularly and actions taken forward more consistently (5.4).

3.4 Progress since the last report

The waiting time for dental appointments has been shortened from 15 weeks to six weeks (6.2).

The new Send Incentives Policy places emphasis on positive reinforcement and encourages staff to reward good behaviour (5.6).

Prisoners on basic regime are now allowed the same length visits as other prisoners (7.4).

Foreign national prisoners receive better translation support than previously (5.4).

Staff are making increased efforts to provide activities for prisoners at the weekends (5.3).

The photocopying of prisoners' mail appears to have made it more difficult for new psychoactive substances (NPS) to enter the prison (4.6).

A programme of maintenance, including replacement of cell and shower flooring, is improving living conditions for prisoners (5.1).

Evidence

4. Safety

When asked by the Board, many prisoners say they feel totally safe at Send. Others have cited '*drugs*', '*how people are to you*' and '*staff inability to deal with situations*' as reasons why they do not feel safe.

There is a monthly safer custody meeting in which actions to improve prisoner safety are discussed. One example is identifying trends in the time of day and week that violent and self-harm incidents occur and mitigating these.

4.1 Reception and induction

Since Send is not a local prison, the weekly number of arrivals is low. The reception area is quiet with a comfortable small waiting room with displays of information. New arrivals are greeted by prisoner information desk (PID) workers who guide them through the first days and teach them the geography of the prison.

New prisoners are housed in D wing where they share ten double rooms. There is a comfortable association room with a television and reading materials. The induction process lasts for up to two weeks. Some prisoners remark that although they find it useful, it goes on for too long and they want to get on with normal prison life and work.

In recent months there has been an increase in the number of prisoners arriving with less than four weeks experience of prison. As they are known to be at their most vulnerable during this stage staff have been briefed to give them extra support.

The prison's induction book contains a whole-page description of the work of the IMB and Board members take every opportunity to visit D wing to introduce themselves to new arrivals.

4.2 Suicide and self-harm, deaths in custody

Send is a comparatively safe prison but one which has seen year-on-year increases in levels of violence and self-harm.

The number of self-harm incidents in the reporting year was 543, up from 452 last year and more than double the 268 in 2017-18. The number of individuals who self-harmed fluctuated between 14 and 22 each month, although the total number of self-harm incidents was between 26 and 76 each month. Many of the self-harm incidents are minor enough to be treated by wing staff but some require healthcare to attend and over the year 16 prisoners (3% of incidents) needed to be taken to hospital. There is a small number of prolific self-harmers in the prison: for example, 21 of the 44 incidents in November were carried out by three women. Cutting is the most

prevalent method of self-harm, making up about 50% of all incidents, so the prison removed razors from the canteen list as of 15 March 2020.

The number of assessment, care in custody and teamwork (ACCT) documents opened each month has varied from 14 to 27. Board members have noted that the ACCT documents are usually completed thoroughly and with care and the Board commends the high levels of personal attention and support that are provided by staff to women in crisis.

After a recruitment drive and training by the Samaritans there is now a full complement of eight Listeners. Since December 2019 there has been a 24-hour Listener service and one night-time call a month (1am – 7am) has taken place. The majority of calls are made in the late afternoon and evening. There have been 464 callouts in the reporting year. The highest number was 71 in June when a small number of women needed a great deal of support; otherwise callouts have varied between 28 and 42 a month until March 2020 when they went up to 53, possibly due to anxiety about Covid-19.

As of February 2020, 87% of staff were suicide and self-harm (SASH) trained and 71% had undergone 'becoming trauma informed' (BTI) training

There have been no deaths in custody in the reporting year, or since 2010.

4.3 Violence and violence reduction, self-isolation

There have been 38 incidents of violence in the past year, up from 26 in the previous reporting year. 24 of these were prisoner on prisoner assaults and 14 were prisoner on staff assaults. 17 of the 38 incidents took place at weekends when there are lower staffing levels and more association time. Several of these incidents have involved prisoners who were reported to be under the influence of drugs. Bullying and debt are both frequently recorded as reasons for violence, with drug dealing and usage contributing significantly.

The violence in prisons estimator scoring system identifies prisoners who are a risk to others. A prisoner who scores five or above is considered to be a serious risk to others. There are no prisoners at Send with a score of five or more. The number of prisoners on a challenge, support and intervention plan (CSIP) is very low: there have only been six CSIPs opened between September 2019 and February 2020.

4.4 Vulnerable prisoners, safeguarding

There is a weekly multidisciplinary safety intervention meeting at which women who are complex cases and those who require close monitoring are reviewed and actions to reduce risk are allocated to named staff members. Board members have been impressed with the depth of knowledge and levels of concern that staff have about individual prisoners.

For the whole of the reporting year prisoners have been unable to report corruption confidentially by phone. The Counter Corruption and Wrongdoing Policy Framework 15/04/19 states: *The primary reporting route should be via the Integrity Hotline 0800 917 6877.* This new number should be freely available on the national PIN phone allowed numbers, but is not, despite Send security staff highlighting this mistake to the regional corruption pursue manager in February 2020.

4.5 Use of force

In this reporting period there were four planned use of force interventions and 106 spontaneous incidents. This is double the number of incidents for the previous year and the prison attributes it to having more prisoners who have committed violent offences, to a worsening drug culture, with its associated issues of debt and bullying, and to more complex prisoners with mental health issues. Staff have also been more proactive in challenging unauthorised articles such as mobile phones.

The use of force committee, chaired by the deputy governor, meets monthly to review the paperwork and camera footage of the incidents, as recommended by HM Inspectorate of Prisons (HMIP) in the 2018 inspection. A BAME (Black, Asian or minority ethnic) Board member regularly attends and the Board is satisfied that all force used during this reporting period has been proportionate and with no racial bias evident.

78% of incidents were recorded on body worn cameras, which have been effective in de-escalating situations. Attention to the importance of de-escalation continues in use of force refresher training.

One prisoner held a dirty protest for six days in November 2019 and there was one serious incident when several women barricaded themselves into an association room in January 2020 in protest about a breakdown in heating during very cold weather. There was confusion in the command suite about calling the IMB for the incident and so, despite there being an IMB member in the prison doing the weekly rota duty, the Board was not informed until after the event. The IMB attended the cold debrief and was satisfied that a thorough assessment of the management of the incident was conducted.

4.6 Substance misuse

Prisoners and staff tell the Board that drugs are increasingly present in the prison. In particular there is a problem with NPS, including 'spice', causing health issues and making a significant contribution to levels of bullying and debt and increasing the level of violence and self-harm. Drug-related issues also take up large amounts of staff time.

The decision was made to photocopy all incoming post from December 2019 to try to eliminate the drug from coming in sprayed on letters. Prior to the introduction of the new mail regime, some prisoners had expressed apprehension to IMB members that

the atmosphere was “*very volatile at the moment*”, attributing this tension to “*it’s drugs isn’t it*”.

Officers and prisoners report having been affected by passive smoking of drugs. One prisoner told members that she had vomited and been dehydrated: ‘*I’m absolutely against drugs and didn’t come to prison to get addicted*’.

The prison has been trying, without success, to source a passive drug dog since July 2019. Intelligence suggests that drugs are coming in during visits and that the prisoners are aware of the lack of a passive drug dog. This is a matter of concern for the Board.

5. Fair and humane treatment

5.1 Accommodation, clothing, food

Prisoners are accommodated in seven wings spread over campus-style grounds. Although several wings are old and dilapidated, all the cells offer decent and safe accommodation. Apart from the induction wing, which has double cells, all are single cells with shower and toilet facilities. Most prisoners take a pride in their cells and keep them clean and tidy. There is no graffiti.

Historic lack of investment in infrastructure has resulted in the need for constant maintenance work by Government Facility Services Ltd (GFSL). A programme of replacing cell and shower flooring is improving living conditions for prisoners. Drainage improvements have been completed near the kitchens and pond. HM Prison and Probation Service (HMPPS) has recently replaced eight washing machines and tumble driers and new pieces of kitchen equipment have been installed. These improvements all have a direct impact on decent living standards for prisoners.

Prisoners are allowed two hand-ins of clothing a year, scheduled on a rolling basis by wing. Prisoners who have no means of obtaining their own clothing can access prison clothes. Any prisoner arriving without enough clothing is immediately supplied with basic necessities. The Board regrets that the prison clothes shop, Sensations, has been closed pending reorganisation for much of the year.

The main meal of the day is served in a large dining hall where prisoners can socialise at tables for eight. Efforts are made to make the hall welcoming, but a new prisoner told the IMB that it was ‘*overwhelming, loud and daunting on arrival*’. Food is of a good standard with several choices. Fresh fruit, vegetables and salads are always available and in the summer some produce is sourced from the horticultural area. Religious and health-based dietary requirements are appropriately catered for. Special dishes are offered at times such as during black history week. Prisoners were particularly complimentary about their Christmas dinner.

Kitchen staff and workers have had to work around a shortage of working equipment for much of the year, but this situation has now been rectified. Some prisoners tell

Board members that they like the work in kitchens because it makes the time go quickly. Others complain about the hard work, long hours and low pay.

During the winter, when the main meal is served at lunchtime, prisoners often complain that the second meal of the day, usually a sandwich, crisps and a piece of fruit, is not enough to keep them going through the night.

Receiving canteen on a Friday afternoon is the highlight of many prisoners' week, but the service provided by DHL this year has been unsatisfactory. Orders regularly arrive with items missing but DHL are slow to admit liability and when prisoners apply for refunds it can take several weeks or even months for them to have their money returned. This is unfair, particularly to prisoners who have limited funds. An increase in prisoners' complaints to the prison and applications to the IMB reflects their dissatisfaction with the process. DHL no longer provide staff to manage the distribution of canteen, so six prison officers have to be deployed every Friday for this purpose, making them unavailable for other duties. Senior management has escalated the failure to deliver the contract to the acting contracts manager for HMPPS South Central, but the matter has still not been resolved.

5.2 Segregation, special accommodation

HMP Send continues to operate without a segregation unit. Prisoners who are segregated for disciplinary reasons are confined to their cells. This punishment was awarded 118 times during the reporting year, usually for terms of seven or 14 days. There were no stays over 42 days. Board members visit the prisoners and monitor that they are being seen as required by senior management, healthcare staff and chaplaincy staff and that they receive their entitlements.

There is one observation cell and one holding cell, which are used for short periods for women who are considered to be at serious risk. These cells were used for 177 days in the reporting year, including 24 days for one prisoner in December/January.

Board members regularly attend adjudications and are satisfied that they are conducted fairly and that awards are reasonable. However, appeals by prisoners to their adjudications are dealt with externally to the prison. It is unfortunate that it can take up to four weeks for the outcome to be known. If the appeal is upheld the prisoner has usually already completed her cellular confinement and may have had to move from the privileged E and F wings. The only advantage gained is that the judgement will be deleted from her record.

5.3 Staff-prisoner relationships, key workers

Board members regularly witness positive and friendly interaction between staff and prisoners. Officers on the wings are often alone and under great pressure to deal with multiple requests from prisoners. The Board regrets that, due to the national delay in implementing Offender Management in Custody (OMiC), prisoners have not had the support of key workers (7.3).

The Board commends the efforts made by staff to enhance the quality of life of prisoners. In December, for example, focus was around Christmas activities, card and calendar-making and decoration of wings. Over the Christmas period itself many

women commented on the effort that staff had gone to, to make Christmas as good as it could be. The Christmas schedule included a range of activity from coffee mornings to quizzes and family films. One wheelchair-bound elderly prisoner commented “*nothing is too much trouble for them*”.

The Board commends staff for their efforts to provide extra activities for prisoners at weekends.

The prison continues to experience significant difficulty in recruiting operational support grade (OSG) staff. This is attributed to the prison’s countryside location, with no public transport, and the uncompetitive salaries offered in an area of full employment. When prison officers, typically from wings and reception, have to be cross-deployed to fill OSG roles there can be a negative impact on prisoners, such as delay in handing out property (5.8).

5.4 Equality and diversity

There have been three meetings of the equality action team in the reporting year. Data presented at those meetings continue to show that younger women and BAME women are overly represented at lower incentives and earned privileges (IEP) levels and at numbers of charged and proven adjudications. The deputy governor is leading a project to investigate this further.

Focus groups around the protected characteristics have again only been held sporadically over the reporting year. The published timetable was not adhered to, groups were cancelled at short notice or ad hoc groups were held with little notice. Actions from the groups did not get noted in the equality action plan. However, the Board is pleased to note the increased provision of black hair products available for prisoners, the lack of which was a significant issue in BAME focus groups last year. During a disability focus group hard of hearing prisoners complained that wing staff kicked on doors and gave instructions which they were unable to hear.

Only five of the 254 applications the Board received in this reporting year concerned equality issues, compared to nine out of 220 last year.

The number of foreign national prisoners in Send fluctuates around 8-13% of the prisoner population. Following complaints from foreign national prisoners about the lack of translation services, particularly for immigration or sentence planning interviews, the prison has improved usage of the Big Word 24/7 telephone interpreting service with three-way handsets available on all wings. In addition, there are now notices in the most commonly-used languages on complaints boxes signposting the availability of complaints forms in various languages. Foreign prisoners are usually recommended to move to HMP Peterborough, which has specialist facilities for them, but many are reluctant to move away from London and the south east where their friends and families are.

There have been 26 discrimination incident report forms (DIRFs) received from prisoners this year compared to 56 last year. 10 of the 26 DIRFs were upheld. DIRFs submitted about race made up 12 of the total and six of those were upheld. Age,

disability and sexual orientation were each cited in four DIRFs. The IMB reviewed 10 of the submitted DIRFs and is satisfied that responses were timely and polite and addressed the issues in a meaningful way.

A Pride event was held in August in conjunction with a local charity 'Outline'. Black history month was enthusiastically celebrated in October: prisoners made posters for the dining hall which celebrated black leaders, the library focused on black authors, and films made by black directors or starring black actors and black music and dance were showcased. Awareness raising of older women's issues took place around international menopause day, also in October.

5.5 Faith and pastoral support

Chaplaincy is well run by a hard-working and caring team of staff and 80 volunteers. Religious worship is led in 10 different faiths. A recent focus group of prisoners was very complimentary about chaplaincy support and highlighted the fact that the centre is a place for retreat and comfort. The Board has been told that recently the faith centre has been used by prisoners to transfer drugs, so staff and volunteers are now increasingly vigilant.

Courses run by chaplaincy include Living with Loss, Sycamore Tree, Making Sense of Forgiveness and Managing Your Money. Other activities include a gospel choir, craft group, letter writing scheme, monthly films and special events, particularly over bank holidays and other times when the normal regime is not operating. On a weekly basis an average of about 200 women participate in these activities.

Chaplaincy runs the Making Connections programme which provides support for women due for release (7.5). Since its inception over 500 prisoners from Send have now benefited from this. HMIP's 2018 report highlighted Making Connections as good practice and described it as "an impressive community mentoring scheme". Due to this success the programme is being rolled out to other female prisons.

5.6 Incentives and earned privileges

In January 2020 the Governor released the new HMP Send Incentives Policy which is designed to encourage pro-social behaviour and reduce risk through positive reinforcement. All staff are encouraged to find positive (rather than negative) acts that prisoners do and reward them with positive IEPs. Prisoners who collect five of these in a month are given small rewards such as vouchers or PIN credit. Prisoners have told the IMB that they appreciate the policy, although some remark that they have to request the positive IEPs and some staff members are more generous than others.

5.7 Complaints

Board members audit prisoners' complaints on a monthly basis and are satisfied that nearly all responses are conscientious and polite. It is, however, concerning that the majority of complaints receive an interim reply in order to lengthen the response time from five to 14 days and some responses are still not sent within those 14 days.

A very small number of persistent complainants has a significant impact on the prison complaints statistics. These prisoners continue to receive polite and considered responses.

5.8 Property

Prisoners are still regularly arriving at Send without all their property. Transfers from Bronzefield, in particular, often have property missing, usually from their stored property or 'hand-ins/send-ins'. If Send reception staff have no success recovering the property within two weeks they advise the prisoners to submit a complaint to Bronzefield.

Loss of property adds to the anxiety of transferring prisoners at a time when they are already feeling stressed and vulnerable.

When prisoners' 'hand-ins' and catalogue orders arrive at reception there can sometimes be a delay in giving them to prisoners. Reception staff attribute this to their being redeployed to other departments (5.3) and to the rules which prevent prisoners from being called to reception during the working day. Concerted efforts are made to address any backlog during appropriate times, often at weekends.

The Board received 36 applications about property in the reporting year (14% of the total applications). This is more than for any other issue. There has been a high number of applications about property for the past four years.

6. Health and wellbeing

6.1 Healthcare: general

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, with Tooth and Mouth providing dental care.

6.2 Primary healthcare

Prisoners are triaged by nurses before being given a doctors' appointment if necessary. Appointments are readily available. There has been a rise in hospital appointments during the year requiring diversion of resources from other priorities.

Prisoners sometimes tell Board members that they are unhappy with doctors' clinical decisions or that nurses are brusque, but the Board notes that healthcare continues to receive letters of thanks and gratitude as well as some complaints.

The Board is pleased to report that management of the dental waiting list has improved, with the wait for a routine appointment being six weeks, down from 15 weeks at the time of the last report. Complaints are now low.

Bowel, breast and cervical screening programmes are in place. MMR vaccinations are now available for all age groups. During the flu vaccination season all prisoners were invited and those who refused received second and third invitations.

To address the problem of obesity among prisoners, weight management schemes are run in conjunction with the gym, with exercise programmes for all ages and levels of fitness. A Board member was told by a prisoner that using the gym had helped her lose significant weight during her time in Send and had been vital for her mental health.

6.3 Mental healthcare

Many prisoners have significant mental health problems or personality disorders. Many have been victims of physical or mental abuse and have led chaotic and insecure lives, often fuelled by drug and alcohol misuse. It is common for prisoners to have experienced trauma.

Demand for mental health support is high, with about a third of prisoners involved with the service at any one time. Prisoners' needs can be picked up at their initial health screening by nurses or by mental health champions, but more commonly they self-refer. The mental health department reports that they are assessed within two weeks and directed towards appropriate therapies and support groups. These groups include coping with trauma, ending emotional eating, dialectical behavioural therapy, mindfulness and healthy minds. There are two full-time members of the mental health team, supported by part-time counsellors, clinical psychologists and a cognitive behavioural therapist.

Assessment for autism has progressed. Six women were assessed during the year and a further five are on the waiting list.

The prison has two Psychologically Informed Planned Environment (PIPE) programmes for women with personality disorders. These are Preparation PIPE and Progression PIPE. Their aims include improving relationship skills and decreasing self-destructive behaviour.

Prisoners on PIPE undertake group therapy and community activities together and fit these around their normal prison work or study commitments. Those on the Progression PIPE programme live together on one wing. There were nine women on Preparation PIPE and 15 on Progression Pipe at the end of the reporting year and six women who would struggle with the residential aspects of PIPE were participating in an outreach programme.

PIPE participants were very positive about the community and the programme:

"I have had so much support and encouragement...I love the community setting...before, my anxiety was so bad I could not go to exercise or participate in groups...the enabling environment has helped me get over this fear".

6.4 Social care

Almost 20% of the prison population at Send is aged over 50, compared to 16% across all prisons in England and Wales.

At the end of the reporting year 16 prisoners qualified for social care and received it. The Board has been told that four prisoners require wheelchairs and have enough peer carers to push them. An order for additional wheelchairs with a service repair contract is in place after concern that there were not enough.

6.5 Exercise, time out of cell, gym

Prisoners can normally spend up to 10 hours a day out of their cells from Monday to Thursday, and around nine hours from Friday to Sunday. Women on D, E and F wings (around 100 women) are not locked up, although they are required to be in their cells by 10pm. In the summer months prisoners spend time in the grounds during association, but during the winter months this access is reduced to daylight hours and association after dark is restricted to indoors only.

A full programme of physical activities is available at the gym, including classes and recreational activities, as well as a variety of vocational qualifications.

The programmes include first aid, a weight management clinic, healthy living and eating in prison, emotional wellbeing and exercise referral for treatment of injuries. Gym staff also run a team building session once a month for PIPE prisoners.

6.6 Drug rehabilitation

The Forward Trust delivers substance misuse and recovery programmes aiming to break the cycle of addiction. Users have access to psychosocial support and release planning. On average, 155 prisoners receive support at any one time. This is more than half of the population.

An analysis by the Data Justice Lab has shown that out of 100 women at Send who completed the trust's Women's Substance Dependence Treatment Programme, an intensive full-time 16-21 week abstinence-based 12 step programme, 24 committed a proven reoffence within a one year period. In a comparison group of 100 women 33 committed a reoffence within a year.

The trust has been challenged by the availability of drugs in the prison, and increasingly prisoners engaged with the trust have been reported as being under the influence. The Board regrets that it is also difficult for the trust to find adequate space

for group interventions. The trust's main office was condemned and the temporary portacabin is located in an area which makes it more difficult for prisoners to drop in.

Prisoners who have engaged with the trust have said:

'You helped save my life'.

'I've become stronger and more positive'.

6.7 Soft skills

There is a flourishing Women's Institute (WI) group and an art collaboration with the Watts Gallery in Surrey through which prisoners exhibit and sell their art annually. Unlock Drama hosted three workshops in the prison in Spring 2020. A prisoner remarked to the IMB *'art and drama initiatives are valuable and encouraging'*.

The National Gallery included Send in its nationwide tour of an original Artemisia Gentileschi self-portrait and held three workshops for 30 prisoners over the three days that the portrait was exhibited. One of the aims of the project was to bring this piece of significant art to those who would not be able to get to see it in the gallery. As the artist was a woman who had overcome significant trauma in her life the gallery wanted to include a women's prison in the tour.

7. Progression and resettlement

7.1 Education, library

The main provider of education is Weston College, who took over the contract from Novus in 2019. Most education provision is delivered in a dedicated education block containing classrooms, IT rooms and an art studio. Courses range from NQT levels 1-3 with a few at level 4.

During the reporting year about 700 learners enrolled on courses with 71% completion. Many of the courses are linked with the practical work offered as vocational training such as customer service, food safety and hairdressing.

Most courses have a high success rate, but the exceptions are functional skills, English and maths. These are compulsory, and part of the sentence plan, for many learners. Those who do not satisfactorily complete the course are required to re-enrol.

The Board has witnessed many positive interactions between women and education staff and the prisoners speak well of their learning experience, the qualifications they gain and their sense of achievement which raises their self-esteem. There are occasional cancellations of classes, but most staff absences are covered. There is, however, frustration from learners and education staff when prisoners are taken out of classes for appointments or returned to the wings when roll call is repeatedly incorrect. This is disruptive for all concerned.

Students studying at higher levels do so through distance learning with, for example, Open University and Stonebridge College. Funding for level 4 and above is usually provided via grants and loans which are applied for by the individual learner often from Prisoners' Education Trust.

Following a national change in policy prisoners enrolled in degree level qualifications via distance learning are no longer able to use laptops in their cells and say that they do not have enough time for computer use out of cell. The Board is concerned that prisoners' commendable efforts to enhance their prospects on release are not being fully supported.

7.2 Vocational training, work

Vocational training and work are a vital part of the daily life of each eligible prisoner. All prisoners of working age, unless prevented by ill health, and subject to availability of places, are required to participate in purposeful activity (education, vocational training or work) throughout each working week until lunchtime on Friday.

Sometimes prisoners will be turned away from work as 'not required', while others are classified as unemployed. For this reporting period, 8.7% were 'not required' and 3.3% unemployed. The unemployment figure was increased because of a shortage of gardening staff and an increase in intelligence around breaches of security in gardens (one of the two main areas of work) during summer 2019. The prison reduced the number of women attending so that the area could stabilise and risks could be managed. With nearly full staffing in gardens in 2020 there are now more prisoners employed there.

Work opportunities within the prison include those in the kitchen, the hair and beauty salon, prisoner information desk, library, gardens, and recycling centre. Many of these provide accredited vocational training alongside work, such as barista and beauty technician.

Prisoners regularly complain to Board members that their wages are lower than in other prisons. However, after a small pay rise in 2019 most prisoners earn £12.40 per week, from which £1 is deducted for television. This places Send's pay in the top third of public sector women's prisons. Some prisoners are sent money by family and friends but those who have no other source of funds struggle to afford clothes, stamps, and the extras from canteen that help make prison life more tolerable.

The gardens continue to supply produce to the Clink kitchens in Brixton and High Down prisons. Some prisoners are also engaged in handicraft activities in the gardens which includes making seasonal craft work such as wreaths and artificial flowers. Prisoners also care for the chickens that provide eggs for the Clink and for Send.

The Board receives positive feedback from prisoners attending courses provided in business administration. Once a prisoner has reached the point where she has completed all available courses, the tutor reviews possible

options with the prisoner to secure meaningful employment in the prison, for example as a library orderly, peer mentor or education assistant.

Some ex-business administration learners and other prisoners have been successfully placed in administrative and other types of roles on temporary release at locally and nationally based organisations, businesses and charities. However, the Board is concerned that the number of prisoners on release on temporary licence (ROTL) has seen a decline in the second half of the year (7.3), and so fewer prisoners are able to take advantage of work placements.

7.3 Offender management, progression

The Board continues to reiterate its belief that the continued detention of IPP prisoners beyond their tariff dates is unjust:

- At the date of this report all eight IPP prisoners at HMP Send were over tariff.
- Seven prisoners were at least five years over tariff while one was more than 12 years over tariff.
- There is evidence of progress being made by some prisoners. Four are categorised for open conditions, resulting in three being able to access ROTL and one waiting to commence. Others are taking part in specific interventions or are receiving psychological support on a one to one basis

There were seven prisoners accessing ROTL on 8 March 2020, compared to 17 at the end of the previous reporting year and a high of 50 during 2013/14. The Board is concerned that so few women are now able to experience working life in the community prior to release (7.2). The ROTL Policy Framework (Ministry of Justice May 2019) states: *It is expected that the number of releases on temporary licence will rise following implementation of this policy framework. This is expected to be primarily in open and women's prisons where the resourcing and infrastructure best enable ROTL.* This expectation has not been met.

Lack of access to ROTL also has an impact on prisoners developing relationships with their families. However, the Board is pleased to note that the frequency of childcare resettlement leave has increased considerably during the year. *When governors are in the process of making a decision about granting ROTL, family ties and supportive relationships should be one of the considerations.* (Farmer Review recommendation).

Throughout the year prisoners have continued to report difficulty in obtaining any response to their applications from the offender management unit (OMU). These have included requests for paperwork for legal meetings, changes of job and access to education and courses to support their sentence plans and have led to cancellation of lifer forums.

All prisoners have been told that their applications will be dealt with within 15 days. In practice it can be considerably longer. On 10 March 2020 the OMU applications log showed that 55% of applications received in January and 67% of those received in February were still outstanding.

OMU has been chronically short of probation staff (at the time of writing Send has one probation officer where there should be three and a half) despite numerous recruitment campaigns. The Board regrets that prisoners have been denied the level of service to which they are entitled, though members have observed, on many occasions, staff working tirelessly to maintain the best service possible in the circumstances. The chair escalated the Board's concerns to the head of stakeholder engagement for the National Probation Service South East England Region in November but during the reporting year the situation has remained unchanged.

OMiC has not yet been implemented at Send owing to a prolonged national dispute with the Prison Officers' Association. This was resolved in January 2020 but OMiC can still not be implemented until staff have been re-profiled and additional probation officers are recruited to enable effective case management. The Board regrets that prisoners have been denied the support of key workers.

The DTC is a therapeutic community for female offenders located in a forensic setting. In a biannual audit in January 2020, the DTC at Send scored a pass of above 80%. The audit team commented "*Both staff members and the residents are very invested in their community...the therapeutic community within HMP Send is a nationally, if not internationally unique service*".

At the end of this reporting period there were 11 women in the DTC, out of a complement of 24.

Residents of the DTC are very positive about the community and the programme:

"I wasn't sure whether the TC could help me deal with my past but with the support of other members I'm almost there."

"I've normalised domestic violence and taken drugs through my whole life but being on TC has changed that. I see things a lot clearer."

The Board regrets that Send is not able to facilitate video link attendance for prisoners at court hearings. This means that a prisoner has to transfer to another prison for several days, disrupting her work and any course she may be engaged with.

7.4 Family contact

Mothers in prison experience significant anxiety because of the separation from their children. This impacts on their mental health and their responses to prison regimes, discipline and interventions. Unless and until women are reassured about their children they are unable to make progress in other areas. (Farmer Review 2019)

The family engagement worker looks after 30-40 prisoners at any one time, helping with family-related issues. She prioritises those with the most serious problems and there is a waiting list.

The introduction of photocopying of prisoners' incoming mail, to prevent paper sprayed with drugs from entering the prison, in December 2019 (4.6) caused some distress to prisoners as they could not receive actual Christmas cards. There were also teething problems when photocopies were of poor quality or had parts missing and stamps sent in for prisoners were not passed on to them. The system was quickly improved and the Board has not heard complaints from prisoners over recent months.

The Board has been concerned throughout the year about the absence of in-cell telephones and is pleased that the budget has recently been approved for them. When these are installed they will enable prisoners to have more frequent contact with their families and children in particular.

There are 16 family days a year, three each for adults and the DTC, three extended family visits, and seven additional children's visits. For families who have to travel a long way and cannot afford it there is assistance for travel expenses and sometimes hotels.

Visitors consistently report that visits are easy to book online. The prison runs a complimentary minibus service from, and back to, Woking station. Visitors wait in a pleasant and comfortable visits centre run by Prison Advice and Care Trust staff. The Board has regularly watched the reception and searching of visitors and noted the friendly and welcoming atmosphere. Children are provided with a well-stocked play area in the visits hall and entertained by play workers.

In the past the Board has expressed concern that prisoners on basic regime were penalised by having shorter visits than others. This was inhumane and punished children as much as the prisoners themselves. It is now pleased to report that the Governor has amended this rule and prisoners on basic enjoy the same length visits as other prisoners.

7.5 Resettlement planning

According to prison records in February 2020, 12 prisoners on average were released each month. On average one per month had no provision for accommodation other than an appointment with a local authority housing department.

In January the IMB at Send, along with other IMBs covering the female estate, took part in a shared monitoring survey to assess issues faced by women prisoners on release, particularly obtaining suitable accommodation. The results of this survey show that nationally 40% of women prisoners expected to be homeless on release, compared with 8% at Send.

Making Connections (the chaplaincy-based programme supporting women in the three months before release) has increased its number of trained mentors from 12 to 14 and as of 16 March 2020 had supported approximately 115 women preparing for release. They are consistently praised by prisoners for the practical support that they provide. Their emphasis is to ensure that women have secure accommodation arranged but, on the rare occasions that this is not possible, they can arrange for women to be met on release and accompanied to the local authority housing office.

8. The work of the IMB

This report represents the findings of the IMB at HMP Send for the period of 01/04/2019 to 23/03/2020. IMB evidence comes from observations made on frequent 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.

The Board currently comprises 11 female and three male members. There is one BAME member. The past 14 months have seen significant turnover with eight new members joining the group, in two cohorts. Only four Board members have served for more than two years.

Board statistics

Recommended complement of Board members	14
Number of Board members at the start of the reporting period	14
Number of Board members at the end of the reporting period	14
Total number of visits to the establishment	509
Total number of segregation reviews attended	Not applicable

Applications to the IMB

Code	Subject	Previous reporting year	Current reporting year
A	Accommodation, including laundry, clothing, ablutions	7	17
B	Discipline, including adjudications, IEP, sanctions	17	21
C	Equality	9	5
D	Purposeful activity, including education, work, training, library, regime, time out of cell	16	10
E1	Letters, visits, telephones, public protection restrictions	15	24
E2	Finance, including pay, private monies, spends	15	16
F	Food and kitchens	8	12
G	Health, including physical, mental, social care	37	35
H1	Property within this establishment	11	22
H2	Property during transfer or in another establishment or location	20	14
H3	Canteen, facility list, catalogue(s)	6	15
I	Sentence management, including HDC, release on temporary licence, parole, release dates, recategorisation	29	22
J	Staff/prisoner concerns, including bullying	21	28
K	Transfers	3	3
L	Miscellaneous, including complaints system	6	10
	Total number of applications	220	254