



# **Annual Report of the Independent Monitoring Board at HMP/YOI Winchester**

**For reporting year  
01 June 2019 – 31 May 2020**

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## **Introductory sections 1 - 3**

### **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 the 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 Independent Monitoring Board (IMB) is part of the United Kingdom's National Preventive Mechanism.

## **2. Description of the establishment**

HMP/YOI Winchester is part of the South Central Group, with a dual role as a local and resettlement prison<sup>1</sup> serving the courts in Winchester, Southampton, Portsmouth, Bournemouth, Salisbury, Aldershot and Basingstoke. Between 5% and 10% of the prisoners are young offenders aged between 18 and 21.

Winchester is a Victorian prison, built in 1846, in the traditional radial design, with four residential wings. It has a maximum capacity of 690 prisoners aged 18 and over, either on remand, charged, sentenced or awaiting sentence. It is currently designated as a category B local prison, although category B and C prisoners are housed on the main wings. In addition, there are two distinct category C resettlement units, West Hill and the Hearn unit, holding approximately 120 adults, adjacent but separate from the main prison.

The main prison building has four wings occupied by prisoners, A to D, plus a fifth wing, E, which houses the Governor's and other offices, the chapel and the control room. The capacity at the start of the reporting year was 690 prisoners, although this level of occupancy was never reached.

There is a lower ground floor in A wing, in which is situated the care and separation unit (CSU), accessed by a narrow stone staircase, and the totally unsatisfactory conditions there have not changed since the last Board report. The plan to build a new CSU has been approved, but funding has not yet been secured.

There is a healthcare unit (HCU) with 17 beds in a separate unit on the prison site.

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<sup>1</sup> Prisoners are male but include a small number who are transgender.

### 3. Executive summary

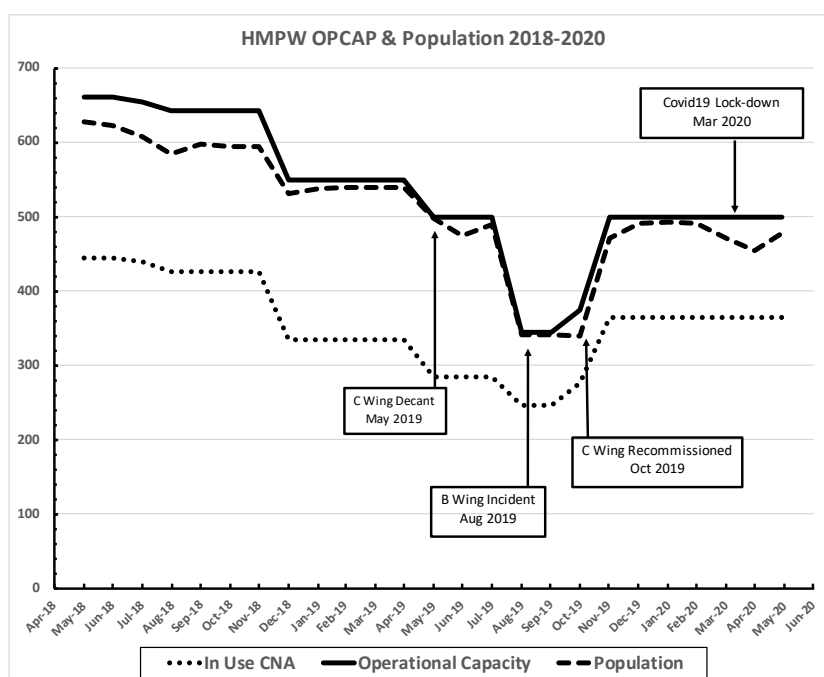
#### 3.1 Background to the report

##### Major events and the prison population

This reporting period (June 2019 – May 2020) has seen a sequence of events causing some turbulence in the operation of the prison and affecting the number of prisoners accommodated, as shown in the figure below.

- The prison entered special measures in January 2018 and the operational capacity<sup>2</sup> (OPCAP) was reduced progressively from 650 to 550 by the end of that year.
- In May 2019, C wing was vacated to enable it to be refurbished, which reduced the OPCAP to 500.
- In August 2019, there was a serious incident, during which damage to B wing meant that it had to be closed. The OPCAP was lowered again to 345.
- C wing was recommissioned in October 2019 and the OPCAP increased to 500, where it has remained for the rest of this reporting period.
- In March 2020, when the prison entered the COVID-19 lockdown, the official OPCAP was held at 500, to aid the quarantine arrangements known as 'reverse cohorting'.<sup>3</sup>

From November 2018 onwards, the prison population has been very close to the OPCAP. The prison has been effectively full.



<sup>2</sup> Operational capacity defines the number of prisoners that may be held safely, given factors such as the architectural design of the institution, the capacity of the rehabilitation opportunities offered, and the number of staff running the institution. For a definition of 'in-use certified normal accommodation', see section 5.1.

<sup>3</sup> Reverse cohort units (RCUs) accommodate new receptions or transfers into prisons for 14 days, to detect any emergent infectious cases before entering the general prison population.

## **Her Majesty's Prison and Probation Service performance rating**

The 2019/20 annual prison performance rating of Her Majesty's Prison and Probation Service (HMPPS) saw an improvement in HMP/YOI Winchester, with the prison's performance being rated as of 'concern', compared with 'serious concern', last year.

Over half of local male prisons were rated as having a performance of 'concern' or 'serious concern'. Six of the seven prisons nationally that were rated as of serious concern were local prisons.

### **Overall performance**

During the current reporting period, Winchester has consistently made positive changes in its efforts to improve performance. We note that, despite the poor report from Her Majesty's Inspectorate of Prisons (HMIP), undertaken in June and July 2019 and published in January 2020, the inspectors commented that the Governor and his team 'articulated a clear vision for the future of the establishment and seemed to be working to a plan that appeared to have arrested decline and gave some evidence of early improvement'. The Board concurs and has witnessed consistent and steady progress in the running of the prison during the past year. This is evidenced by the visit in January of the executive director for prisons (south), who commented on the continuous improvement she and her team observed, particularly praising the higher levels of operational grip and cleanliness, positive interaction between prisoners and staff, and effective planning by the management team. From mid-October 2019, the prison has no longer been in special measures.

### **Major incident on B wing**

In August 2019, there was a major incident of disorder on B wing. Approximately 20 prisoners broke out of their cells overnight and rioted. Major damage was caused to the wing, rendering it uninhabitable, meaning that 159 prisoners had to be moved to other prisons. Prison staff reacted promptly and efficiently to this situation and order was restored the next day, with help from the national tactical response team. Prisoners were able to dig and remove bricks from their walls, using legs pulled off their beds; the mortar between the bricks had degraded over the years, and getting out of their cells, using makeshift tools, proved relatively easy. Although beds have since been secured to prevent a similar occurrence, this incident illustrates the unsuitability of parts of the building for use as a prison. B and C wings have undergone extensive renovation, as part of fire safety improvement work. C wing reopened in October 2019, and B wing is scheduled to be available in late June 2020, although this work has not addressed the fundamental weakness in B wing's fabric. However, A and D wings and the CSU have had no modernisation, and there have been further incidents of inmates attempting to dig through their walls. As recently as late May, a D wing prisoner was put on the risk of escape list as he had created a hole in his cell wall which would allow access to the shower area. This flaw in the fabric of the prison is not acceptable.

### **COVID-19 and Board monitoring**

From late March, the Board has not been able to enter the prison because of COVID-19. Together with prison staff, a system has been devised whereby application boxes<sup>4</sup> are emptied, scanned and emailed securely to the Board Chair. Replies to the prisoner are via the 'email-a-prisoner' scheme. The addition, in late

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<sup>4</sup> On each wing, there are locked boxes in which prisoners may post their complaints and concerns, known as 'applications', to the Board.

May, of a printer on site enabled prisoners to correspond further if necessary. Each wing has a prisoner representative who sends information and concerns by the same method. Wing officers are contacted weekly by the Board and, by all these means, a weekly report is sent to the Governor. This has worked tolerably well, but it did not prove possible to establish a prisoner link for the HCU. Prisoner representatives confirm our belief that applications have further reduced during the COVID-19 lockdown, as prisoner numbers have decreased from the prison's usual capacity while staff numbers have remained constant. This situation, together with the restricted daily regime, has created extra time for officers to deal fully with prisoners' concerns in the correct manner, which was often not possible before COVID-19.

With fewer prisoners out of their cells at any time, rival gangs can be separated, reducing violent incidents and bullying. It is the threat of COVID-19 that has required the prison to work towards reducing numbers so that more cells have only one occupant, thus providing capacity to quarantine prisoners arriving from outside. This response has been a significant factor in why the prison has seen only one case of the disease. Its prevention was aided initially by the closure of the courts, meaning that there were fewer new arrivals, and by shipping out prisoners to other locations.

## **3.2 Main judgements**

### **How safe is the prison?**

HMP/YOI Winchester has one of the highest rates of prisoner-on-prisoner assault. This problem is being dealt with through the continuing development of a multi-agency and interdepartmental approach to complex case management. Prisoner assaults on staff have reduced somewhat since last year but are still high compared with many other prisons. Such incidents are caused by only a small number of prisoners, endangering their fellow inmates and staff alike.

Recently, up to 80% of new arrivals declared that they have previously self-harmed and/or made suicide attempts, and/or had suicidal thoughts.

The prison is to be commended that 12 months passed with no self-inflicted deaths in the establishment. Regrettably, one such tragic event occurred in late May 2020.

The dated construction and fabric of the prison's buildings make it intrinsically unsafe, having already contributed to one major incident.

### **How fairly and humanely are prisoners treated?**

The staff of HMP/YOI Winchester generally do their utmost, under difficult circumstances, to ensure that prisoners are treated humanely and fairly. The obsolete nature of the building prevents this from being achieved. The varied and challenging population, huge turnover, overcrowded conditions, improving but still high levels of self-harm, drug abuse, drug debt, gang rivalries and violence all contribute to making such an objective a Herculean task.

Prisoners with physical disabilities are still disadvantaged because they cannot always gain access to facilities. Although the situation has improved, sometimes they are still lodged on landings above ground level, meaning that they cannot easily access exercise yards, serveries or even showers if those on their landing are out of action. Reception and main first floor education classrooms are still inaccessible to those with mobility problems because there are no lifts. Only one cell door on the main wings is wide enough to allow wheelchair entry. In some cases, disabled prisoners have to be helped by staff or fellow prisoners to shower, receive food, enter their cells and get into bed. This is unacceptable.

The management of equality issues has improved during the last year, with the appointment of a dedicated equalities officer.

Despite the best efforts of the motivated staff who run the unit, the CSU has no place in the 21st century management of prisoners. It is dungeon-like and not conducive to the care and rehabilitation of the prison's most challenging prisoners. The Board stated in last year's annual report that, 'the building of a new CSU has been agreed and it is anticipated that this should begin in late 2019'. Regrettably, this has not happened and we understand that funds for this project have not been approved for the year 2020/21; this, despite the then Minister of Justice stating in writing, in response to our last year's report, that she envisaged work starting on-site in May 2020. This repeated delay is outrageous and shameful, permanently causing major operational and safety difficulties for the Governor and staff, which have multiplied with the extra pressure of COVID-19 restrictions. The failure to deliver this is a clear dereliction of duty of the Department of Justice's obligation to ensure the care and wellbeing of the prisoners committed to its care.

### **How well are prisoners' health and wellbeing needs met?**

Making sufficient escorts and runners<sup>5</sup> reliably available remains a considerable challenge which must be better managed by the prison; otherwise, medical provision is in danger of becoming hit-and-miss rather than an efficient responsive service.

The lack of decent and appropriately located clinical space creates a barrier to providing high-quality and safe clinical care.

The HCU and the prison are to be congratulated on their shared approach to managing the COVID-19 pandemic and reducing the risk of contracting/transmitting the virus.

### **How well are prisoners progressed towards successful resettlement?**

There are still instances of prisoners being released from prison onto the street with nowhere to go.

## **3.3 Main areas for development**

### **TO THE MINISTER**

Despite the Board informing ministers for several years that the CSU in HMP/YOI Winchester is unfit for habitation, unsafe and prevents the humane treatment of prisoners, there is still no definite date or funding for the start of a promised replacement building (see sections 2, 3.1, 3.2, 3.5, 4.4, 5.2, 6.2, 6.3). When will this unacceptable and dangerous situation be resolved?

In the 2019/20 annual prison performance ratings, HMPPS identified HMP/YOI Winchester as one of many male local prisons with unsatisfactory infrastructure and poor performance (see section 3.1). What will the minister do to make improvements and raise standards in Winchester, as part of the local prison cohort?

We ask the minister to investigate, with the Home Office, why a prisoner who has served his prison sentence appears to be being held indefinitely in HMP/YOI Winchester under IS91?<sup>6</sup> Why are foreign nationals issued with complicated asylum applications written in a language they do not speak (see section 4.4)?

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<sup>5</sup> 'Escort' is used to describe a prison officer traveling with/supervising a prisoner taken to hospital or other external appointments. 'Runner' describes the same role when moving a prisoner internally.

<sup>6</sup> IS91 is a form issued by Home Office Immigration Enforcement to prison authorities, authorising detention under Immigration Act powers.



## **TO THE PRISON SERVICE**

A pay supplement for prison administrative staff would ease recruitment difficulties. Can this be considered (see section 5.9)?

There is still no access to the prison's reception area for prisoners who are physically disabled and/or in wheelchairs, and only one cell on the wings that can admit a wheelchair (see section 3.2). Can this be resolved please?

## **TO THE GOVERNOR**

Will the Governor ensure that runners and escorts are reliably available to enable healthcare staff to deliver the required provision (see sections 3.2 and 6.2)?

Will the Governor make clinical space available on the wings? It would transform outpatient appointments and reduce the need for runners (see section 6.2).

Will the Governor ensure that the property office has sufficient staffing to resolve prisoners' issues promptly and efficiently (see section 5.8)?

Will the Governor endeavour to solve the problem of the exercise yard for vulnerable prisoners being overlooked by B and C wings (see section 4.4)?

Will the Governor provide the Board with clerking support that meets, more closely, the tasks agreed in the memorandum of understanding between the IMB and the Ministry of Justice (see section 8)?

### **3.4 Progress since the last report**

The HCU is to be commended on its continuing efforts to provide high-quality healthcare services to prisoners, despite the lack of appropriately located clinical space.

Supervision by prison officers and the number of mouth searches provided at wing medical hatches has significantly improved.

The provision of new drug detecting equipment has proved effective.

Introducing key working has made a positive impact on prisoner/staff relationships.

Improvement in the response times to emergency cell bells is encouraging.

Responses to prisoner complaints have improved significantly, with late replies now consistently in single figures.

The introduction of in-cell telephones is a welcome improvement.

Significant improvements have been introduced in the identification and management of large numbers of prisoners at risk of self-harm.

The introduction of the new reception and induction scheme is a marked improvement for arriving prisoners.

The progress made by the education department this year is reflected in a higher number of students and better attendance.

Gov Services Facilities Ltd (GFSL) is delivering a greatly improved and more efficient service than did the previous supplier.

### **3.5 Repeatedly raised issue**

Despite repeated reports of inadequacy, the rebuilding of the CSU has not started as promised. The failure to replace this inhumane facility is a disgrace.

## Evidence sections 4 – 7

### 4. Safety

#### 4.1 Reception and induction

In the New Year, managers instigated a review of the reception and induction processes, in the knowledge that arrival at prison can be a daunting experience. This led to a reorganisation of the reception office spaces and the fitting out of a new induction office on C wing with comfortable furniture, a television set and hot drink facilities, presenting a much warmer environment. A new and private office was assigned for staff to carry out confidential drug detoxication and risk assessments.

Arriving prisoners are now processed faster, usually in under one hour. On occasion, staff have been inundated by as many as 14 late arrivals on a Friday evening, inevitably delaying the process well into the night. A well-documented screening and risk assessment takes place, and prisoners are offered a hot meal and telephone call during this process. Until funds are made available, the stark nature of the reception spaces will remain unchanged, despite efforts to brighten them. As stated in previous reports, access via an exterior staircase continues to make the reception of disabled prisoners challenging.

On completion of reception processes, prisoners are escorted to the induction room, accompanied by a Listener,<sup>7</sup> before being allocated a cell. This room is then used to complete the initial phases of induction the following day, or as soon as possible thereafter.

When allocated a single cell, prisoners are generally content with its cleanliness, but when obliged to cell share this is not always the case. Since the advent of COVID-19, and the introduction of reverse cohorting, this problem has eased, although the various agencies, such as Catch22, the chaplaincy and healthcare staff, now have to conduct their induction routines by in-cell telephone.

The Board witnessed the introduction of the new reception scheme and was impressed with its improvements, although we have been unable to continue our monitoring or survey prisoners because of COVID-19. However, in discussion with senior staff, the Board is content that reception and induction routines are being conducted rigorously and effectively. We are assured that prisoner feedback is positive and that processes have improved since our last report.

#### 4.2 Suicide and self-harm, deaths in custody

A total of 1,365 incidents of self-harm per 1,000 prisoners were recorded during the reporting year (1,815 during 2018/19),<sup>8</sup> a welcome reduction.

HCU records suggest that there has been an increase in self-harm incidents since the COVID-19 lockdown. They now constitute 33% of all HCU incidents, albeit many being classified as minor.

A small number of prisoners are responsible for a disproportionate number of these incidents.

However, it is concerning that the HMPPS annual performance ratings 2019/20 showed Winchester as having the eighth highest national rate for self-harm.

The prison had the third greatest number of self-harm incidents in both its

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<sup>7</sup> The Listener scheme is a peer support service which aims to reduce suicide and self-harm in prisons.

<sup>8</sup> Source: The HMP/YOI Winchester prison performance tool (PPT). Data extracted to match the IMB reporting years June 2018 – May 2019, and June 2019 – May 2020.

comparator group<sup>9</sup> and the 32 local prisons. This was an improvement on 2018/19, when Winchester had the highest rate of all local male prisons.

During this reporting period, there were five deaths in custody at Winchester. Four deaths were due to natural causes and one was self-inflicted – a significant reduction compared with last year.

Three inquests, relating to earlier deaths, were also undertaken in the reporting period. At the conclusion of two inquests, a prevention of future deaths report was issued by the coroners. The Prisons and Probation Ombudsman (PPO) investigation reports relating to these deaths were also published, all of which highlighted areas of concern and issued recommendations.

It has been reassuring to see the prison addressing the concerns raised by the PPO and coroner's office, with an emphasis on ensuring that change is properly embedded.

The Board has seen a significant improvement around the recording and monitoring of dates, such as court appearances, that might be triggers for self-harm. The names of prisoners with imminent court appearances are now disseminated to all staff, via a daily brief, with night staff performing welfare checks.

During night visits, the Board found that staff were familiar with the policy of dynamic risk assessments for entering a prisoner's cell at night, when a potential risk to life is identified.

Additional family liaison officers have been recruited to ensure that families are informed of deaths by specifically trained staff.

The senior leadership team and staff are to be commended for their hard work implementing recommendations made by the Coroner's office and the Prison and Probation Ombudsman to make the prison safer.

### **4.3 Violence and violence reduction, self-isolation**

Throughout this reporting period, the number of prisoners entering Winchester with violence, mental health or self-harm markers<sup>10</sup> has risen, putting pressure on operational management.

Increasingly, these complex prisoners are responsible for a large proportion of violent incidents at the prison. Over a two-week period in May 2020, one prisoner was responsible for five incidents, involving threats, abuse, potting<sup>11</sup> and refusals to obey lawful orders.

Staff have worked hard to reduce violence. Key work and challenge, support and intervention plans (CSIPs) are used with prisoners who present a raised risk of harming others.

Despite this work, Winchester continues to suffer from the high level of violence that is endemic to local male prisons; this is a cause for concern.

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<sup>9</sup> The comparator group comprises Bedford, Bristol, Chelmsford, Exeter, Leicester, Norwich, Peterborough (male), Swansea and Winchester.

<sup>10</sup> Upon arrival at the prison, reception staff identify prisoners who have characteristics indicative of violence, mental health issues or self-harm.

<sup>11</sup> Potting is the act of prisoners throwing excreta at prison officers or other prisoners.

## **Prisoner-on-prisoner assaults**

Statistics from the PPT<sup>12</sup> show a modest reduction in the rate of prisoner-on-prisoner assaults during the reporting year.

This improvement was echoed in the HMPPS annual performance ratings 2019/20,<sup>13</sup> which showed that Winchester had the second lowest rate of prisoner-on-prisoner violence in its comparator group of nine local prisons.

However, annual performance ratings also highlighted that the prison has the 22nd highest rate of prisoner-on-prisoner assaults in the prison estate,<sup>14</sup> an increase from 31st last year.

When compared with the 31 other local prisons, Winchester has the 13th highest level of prisoner-on-prisoner assaults, compared with 16th last year.

It is notable that, of the 25 prisons with the highest prisoner-on-prisoner assault rates, 13 were local male prisons, including Winchester and seven of its comparator prisons.

### **Assaults on staff**

It was encouraging to see that the number of assaults on staff<sup>15</sup> has also decreased over the last year.

	<b>Assaults on staff incidents (rate per 1,000 prisoners)</b>
June 2018 - May 2019	406.1
June 2019 - May 2020	360.3

However, it is concerning that the HMPPS annual performance ratings 2019/20 showed Winchester as having the eighth highest national rate for assaults on staff.

For the second year running, the prison had the third greatest number of staff assaults in both its comparator group and the 32 local prisons.

Of the 25 prisons with the highest rates of assaults on staff, 14 were local male prisons, including Winchester and seven of its comparator group.

### **Violence reduction**

There has been an improvement in inter-departmental attendance at the weekly safety intervention meeting, where complex cases are managed. The CSIP process continues to make progress with some of the most difficult prisoners, and it has been particularly encouraging to see the positive impact that key work has had in helping these prisoners make incremental, but meaningful, change.

The creation of a safer custody assurance report in May has added an additional layer of analysis and scrutiny, identifying good practice, while also targeting areas for improvement.

However, a continuing frustration expressed by staff is the perceived lack of consequences for those prisoners who commit acts of violence. Staff say that they

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<sup>12</sup> Prison performance is monitored and measured using the PPT, which contains statistical information including the number of violent incidents. Overall annual prison performance ratings are based on the data driven assessment using the PPT.

<sup>13</sup> The HMPPS annual prison performance ratings 2018/19 and 2019/20. It should be noted that the performance ratings run April to March, while the Board reporting year covers June to May. As such, the data does not cover the final quarter of the Board reporting year.

<sup>14</sup> There are currently 119 establishments in the prison estate.

<sup>15</sup> Obtained from the PPT.

are often reluctant to place prisoners on report, as some adjudication<sup>16</sup> awards do not reflect the seriousness of the offence. This is compounded by the fact that the Incentives and Earned Privileges (IEP) system is not enforced consistently, and lockdown restrictions have prevented the progression of a proposed improvement project.

There has been a worrying trend for prisoners to assault members of staff in an attempt to force their transfer to another establishment.

#### **4.4 Vulnerable prisoners, safeguarding**

Vulnerable prisoners (those convicted of sexual offences, under threat of violence or bullying, and those finding prison life particularly difficult to cope with) are housed on A wing. Their work, education and exercise take place separately from other prisoners. Their outdoor facilities are overlooked by the general population in B and C wings, who sometimes threaten and verbally abuse them and have apparently poured urine onto the yard. As a result, a significant number of vulnerable prisoners refuse to take outside exercise, which affects their mental and physical health.

One vulnerable prisoner, an immigration detainee, has been held in the CSU for a considerable period. His short sentence for a non-violent crime has been served and he is now held on an IS91. Since March 2019, he has served 395 days in prison, 330 of them in the CSU.

A complex individual, reluctant to engage, who has assaulted staff when moved to a prison wing, he prefers being in the CSU as this is where he feels the safest. Prison mental health services believe that he has suffered previous trauma and may be suffering from post-traumatic stress disorder. This individual has no documents and cannot or will not take part in the asylum process. A 35-page application for asylum has recently been sent to him, but it is in English, a language he can barely speak, with no legal representation to assist. Moreover, if he continues to refuse to cooperate, the Home Office has stated that he will be refused asylum on the grounds of non-compliance. He has no address in the community, so cannot be released.

The efficient and caring CSU prison officers do their very best to encourage his progress, but this is not a situation of the prison's making, or in its control. The Board highlights the lengthy incarceration of this prisoner in the most unpleasant conditions in the prison, even though by his own choice, and asks the Home Office, which is responsible for this issue, to resolve it.

#### **4.5 Use of force**

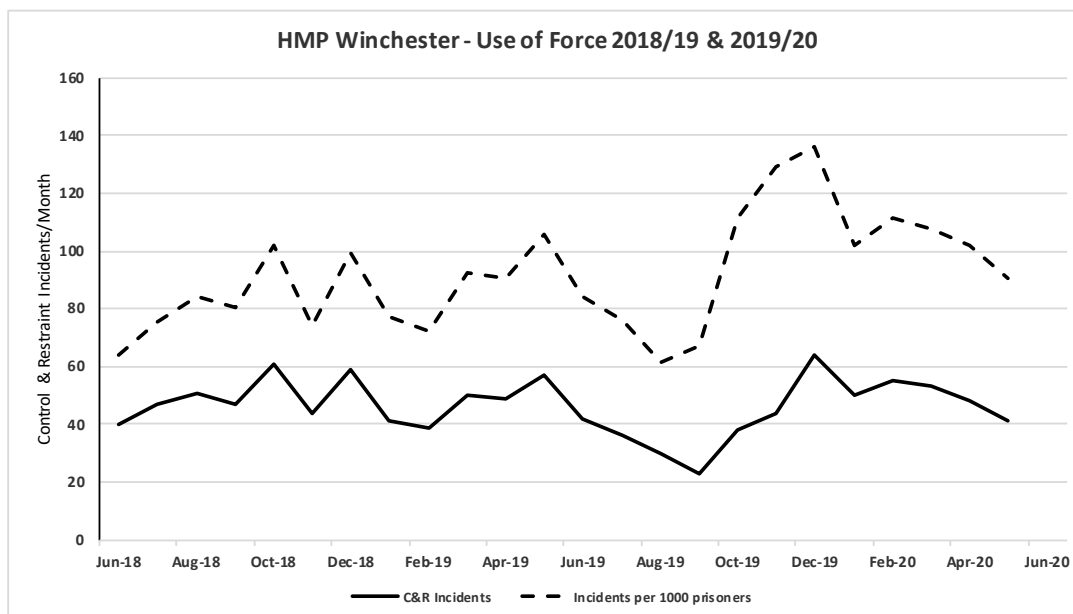
The number of control and restraint events during this reporting year has fluctuated, with an average of 44 per month, and a maximum of 64 events in December 2019. This is a reduction of 10% compared with 2018/19, during which the average was 49 per month.

However, the picture is distorted by the significant variation in the population during this reporting year (see executive summary). The figure below shows the number of such events by month for the last two reporting years. The corresponding number of events per thousand prisoners was 15% higher, on average, during 2019/20 than 2018/19.

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<sup>16</sup> Adjudications are part of the prison disciplinary system. Crimes committed by prisoners can be referred to the police, but any prisoner who is accused of breaking a prison rule can be tried and, if proven guilty, punished through the internal disciplinary system.

The prison carried out training in the use of PAVA<sup>17</sup> this year, and officers have been carrying it regularly on the wings since May. On one occasion, just the appearance of an officer carrying PAVA was enough to bring an incident to an end. To date, PAVA has been used only once, when an extremely difficult prisoner could not otherwise be brought under control. A Board representative has been invited by the prison to observe the review of body-worn camera evidence of this incident.



#### 4.6 Substance misuse

Drugs entering the prison are still a major problem. The suspension of visits, because of COVID-19, has stopped one avenue of drug access but, since the pandemic, staff report a rise in drug use on the wings, particularly cannabis. There has been an increase in incidents of drug parcels being thrown over the walls, and letters soaked in new psychoactive substances are still being intercepted, including in mail disguised as Rule 39<sup>18</sup> mail. The provision of new drug detecting equipment has proved very effective, and relevant staff continue to be trained. Another system is due to be installed in reception which will enable identification of prisoners being recalled from licence, who are acting as drug carriers. Drug-sniffing dogs are used in the correspondence office and visits centre when available. Regrettably, it is likely that some drugs arrive via corrupt members of staff. The Board is impressed with the quality of the anti-drug briefings given by prisoners who work as induction orderlies.

Mandatory drugs tests, both targeted and random, are normally carried out at the establishment. The number of random tests is set nationally and usually works out at about 25 per month. Targeted tests are based on information received, and, therefore, the quantity undertaken is more variable. Until December, there was no test for the psychoactive substance known as 'spice'; once detection was achievable, positive tests increased. Since COVID-19, mandatory drug testing has stopped nationally.

The virus has also affected the psychosocial work done by the Phoenix Futures'

<sup>17</sup> PAVA is a synthetic pepper spray, so it has the potential to stop a violent prisoner in his tracks to prevent acts of violence.

<sup>18</sup> Prison Rule 39 requires that a prisoner's correspondence with the courts and their legal adviser may only be opened, stopped or read in specific circumstances.

substance misuse team, who had been running prison-based fellowship groups for drug users, co-opting as peer workers prisoners who had overcome drug use. Until the outbreak of COVID-19, the prison had also run support groups for alcohol, cannabis, drug and gambling addicts, supported by outside visiting advisers.

## **5. Fair and humane treatment**

### **5.1 Accommodation, clothing, food**

The available accommodation in the prison has varied considerably during the reporting period, as a result of the various changes described in the executive summary. The baseline certified normal accommodation (CNA) is the Prison Service's measure of accommodation and represents the good, decent standard of accommodation that should be provided.<sup>19</sup> Throughout our reporting period, this measure has consistently calculated that there is sufficient accommodation for 469 prisoners. The in-use CNA excludes those cells not available for immediate use – for example, those that are damaged or affected by building works.

The difference between the in-use CNA and the OPCAP is a measure of the level of overcrowding in the prison, which averaged 38% above the Prison Service's measure during 2019/20, a small improvement on the average 50% level of 2018/19.

#### **Catering**

The modern kitchen has a five-star hygiene rating from the local authority. It employs up to 30 prisoners as staff. The daily allowance for feeding each prisoner three square meals a day is £2.15 per head. Despite the limitations of this meagre budget, the kitchen does a good job and the Board receives few complaints about the food. The canteen<sup>20</sup> system allows the purchase of further food items, with most of the products high in sugar content. Requests for fresh fruit and vegetables to be made available on canteen sheets cannot be granted as, regrettably, the delivery system cannot cope with the refrigeration requirements.

Special diets, such as those required for religious and medical reasons, are provided efficiently. Ramadan was facilitated successfully. All meals are eaten by prisoners in their cells. Since COVID-19, the hot meal of the day is served at lunchtime and a cold evening meal and packed breakfast is issued later in the day. As a goodwill gesture, each prisoner currently receives a daily goody bag, containing a variety of five items such as chocolate, crisps, milkshakes, coffee sachets and nutrition bars, trying to ameliorate the extra time spent in cells. Standards of food-serving hygiene have improved but are still variable. While one wing maintains high standards of dress in its servery, others need to apply more effort to ensure that specifications are met. Efforts to supply Perspex hygiene shields, necessary for virus protection, are ongoing.

#### **Laundry**

The laundering of prison clothing and bedding is done at HMP/YOI Portland, and this has worked efficiently during the year. Each wing has washing machines and driers for personal items; repair time for breakdowns has shortened, resulting in fewer complaints to the Board. Supply of kit works somewhat erratically, with orders for new supplies often taking a long time to arrive. There is a tendency for clothes and bedding to disappear, with more kit being issued than arrives back to be laundered.

The GFSL stores department is responsible for the management of stock once the twice-monthly deliveries arrive. Most equipment is generally available, but there is a regular shortage of towels. The lack of storage dictates the quantities that can be ordered. The most frequently replaced items are mattresses, as these have only a short lifespan of approximately six months; over 400 are ordered per year. During

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<sup>19</sup> <https://www.gov.uk/government/statistics/prison-population-figures-2020>

<sup>20</sup> 'Canteen' is the term used for prisoners' weekly purchase of permitted items, paid for with their own money.



the time span of this report, over 450 televisions and 2,300 kettles for in-cell use were delivered to the prison, many of them to replace vandalised items.

## Cells

In normal times, many of the cells designed for single occupancy contain two prisoners. The cramped cells have a basin and a toilet with no lid, some of which are screened off by a sheet, although many are not, which means that the occupants have no privacy for ablutions. Meals are taken in these conditions, and many dual-occupied cells do not have enough room for two chairs. Such conditions cannot be considered humane in the 21st century.

Furniture within cells is a constant problem, partly because frustrated occupants regularly smash the contents. Each television costs the prison £124.93, and approximately 10 need replacing each week.

Accommodation and fabric checks take place regularly, but recording is erratic, with one wing showing dozens of blanks. Recent audits show shortages of chairs, cupboards, in-cell telephones, kettles, televisions, even pillows. Delivery of replacement orders can take a long time, and it is an uphill struggle to keep cells fully equipped.

## Emergency cell bells (ECBs)

Each cell has a bell to allow prisoners to summon help in the event of an emergency. Staff are required to answer an ECB within five minutes. The importance of answering bells within this time frame has been highlighted in several PPO reports and coroner's inquests into deaths in custody at Winchester in previous years.

In 2019/20, there were a total of 275,648<sup>21</sup> ECB calls, an average of 753 per day. The highest number on a single day was 1,049,<sup>22</sup> with C wing recording the highest number on a single wing, at 459.<sup>23</sup> There was a reduction in total ECB calls compared with last year,<sup>24</sup> primarily because one wing was closed throughout the reporting period.<sup>25</sup>

A total of 43,484 calls (15.8%) were not responded to within five minutes, and while this figure is still high, it represents a 7.2% improvement on 2018/19.

All wings, except one, had improved rates compared with last year. Officers on A wing and the HCU are to be commended for significantly reducing the number of ECBs ringing for over five minutes by 8.2% and 14.5%, respectively.

Average percentage of ECBs over five minutes					
A wing (incl. CSU)	B wing	C wing	D wing	Healthcare unit	Hearn unit
10.1%	27.2%	21.4%	16.7%	9%	1.7%

It was also positive to note that, as wings reopened, and ECB calls increased, the proportion answered within five minutes continued to improve.

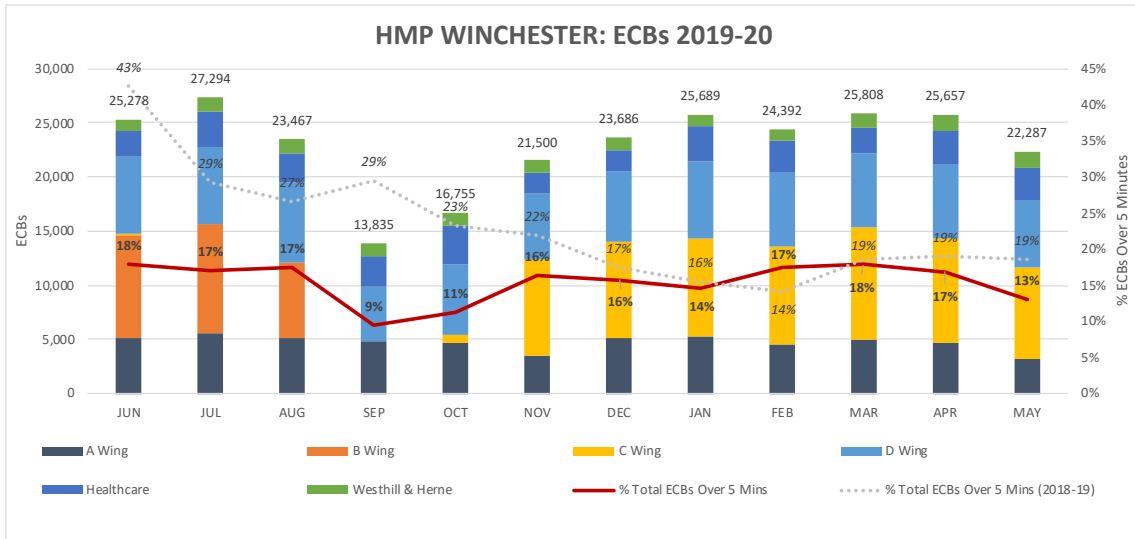
<sup>21</sup> Taken from ECB statistics collated and distributed by the prison's safer custody team.

<sup>22</sup> 07/04/20.

<sup>23</sup> 06/04/20.

<sup>24</sup> Total ECBs in 2018/19: 308,409 – an average of 845 per day.

<sup>25</sup> C wing was closed from June – October 2019. B wing closed from August 2019 to July 2020.



However, it is of concern that each month a number of ECB calls were recorded that were not answered for over 30 minutes, with some response times alarmingly high.

Longest ECB response times					
<b>A wing (incl. CSU)</b>	<b>B wing</b>	<b>C wing</b>	<b>D wing</b>	<b>Healthcare unit</b>	<b>Hearn unit</b>
<b>01:32:24<sup>26</sup></b>	<b>04:27:19<sup>27</sup></b>	<b>10:40:42<sup>28</sup></b>	<b>01:26:33<sup>29</sup></b>	<b>08:07:54<sup>30</sup></b>	<b>03:48:12<sup>31</sup></b>

The ECB system remains prone to abuse by prisoners, which is a persistent problem that puts other prisoners at risk. This is exacerbated when they are behind their doors for up to 23 hours a day. The suspension of the IEP scheme and failure to challenge misuse adequately have also contributed to the problem.

The West Hill ECB system is antiquated, without the functionality for data to be downloaded for analysis. As such, it is impossible to monitor the time taken for ECB responses there.

Following the inquest into one death, HMPPS stated that some of the ECB issues experienced at Winchester would be alleviated following the rollout of digital in-cell equipment in 2018. While in-cell telephony has now been installed, this does not include the in-cell equipment initially promised<sup>32</sup> and appears not to have reduced ECB use.

Systematic monitoring of ECBs by the safer custody department has greatly improved, with only one day of incomplete data during the reporting period; this has contributed to the sustained improvements in ECB responses over the last 12 months.

<sup>26</sup> 21/08/19 - it should be noted that this was following the mass disturbance on 20<sup>th</sup> August. The next highest ECB time was 01:17:08, on 17/03/20.

<sup>27</sup> As above. The next highest ECB time was 02:04:55 on 03/06/19.

<sup>28</sup> 24/11/19.

<sup>29</sup> 25/06/19.

<sup>30</sup> 21/07/19.

<sup>31</sup> 14/06/19.

<sup>32</sup> <https://www.judiciary.uk/wp-content/uploads/2017/12/2017-0316-Response-by-HM-Prison-Probation-Services.2-1.pdf>

## **Facilities maintenance**

GFSL provides facility maintenance services to the prison. It currently has a shortfall of three staff out of 26 required to cope with a prison with one of the highest rates of vandalism. For example, GFSL recently dealt with 100 damaged observation panels in one weekend. Nevertheless, over the course of the last year, and since taking over from Carillion,<sup>33</sup> the performance has improved dramatically. Compliance tasks achieved (those required by statute and covering 202 items) have risen from 29% to 98%. Currently, GFSL is achieving 92% timely rectification of short-notice problems as reported by the in-house defect reporting system. These achievements have been recognised by awards to its site manager and general supervisor. The results would have been even better but for the reluctance of some outside contractors to attend during the pandemic.

### **5.2 Segregation, special accommodation**

The CSU continues to be an ongoing major concern to the Board. The accommodation cannot be said to allow either fair or humane treatment of the prisoners located on the unit. It is accessed by steep, narrow stairs, hardly wide enough for two people at a time, making moving a violently struggling prisoner difficult and dangerous. Owing to a lack of natural light, the CSU and its cells create the impression of a dungeon and make it an inappropriate environment to support the effective management of the prisoners. The fabric itself gives cause for concern, as evidenced by one prisoner digging a hole in his cell wall in March 2020. No significant structural improvements to the CSU have been undertaken during this reporting period.

This unpleasant environment has an impact on prisoners housed on the unit over long periods, sometimes for more than 50 days at a stretch, and they often appear listless. There are increasing incidents of prisoners who refuse to engage with the Board even turning hostile because they see it as ineffectual in remediating their poor conditions; a perception that is sadly all too accurate.

The Ministry of Justice's plan for funding a replacement facility, which looked like receiving approval, has stalled, giving the clear impression that, despite repeated damning reports from both HMIP and the Board over a number of years, no action will be taken in the near future. The delay is not justified and is deplorable, considering the conditions described above.

The running of the CSU has seen some positive developments. Notably, the structure of record-keeping has markedly improved, although the sometimes inaccurate or incomplete documentation by visiting departments remains an observation in several Board weekly reports. The significance of this has been highlighted by the switch to remote monitoring by the Board since March, when Board members were no longer able to visit and check by other means. The CSU staff work in trying conditions with efficiency and good grace.

### **5.3 Staff/prisoner relationships, key workers**

Staffing levels have held to last year's improved figures with a good retention rate. New recruits are naturally inexperienced, which can sometimes lead to prisoners' questions not being answered promptly, occasionally resulting in protesting behaviour from them, thinking themselves unheard.

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<sup>33</sup> Carillion plc was a British multinational construction and facilities management services, providing a service to HMP Winchester prior to its liquidation.

A new senior officer, heading the residential portfolio, was appointed in November 2019, with the intention of having fewer custodial managers and more supervising officers, enhancing staff numbers on the wings and encouraging development. Key working has been an important part of this. It involves every officer having a named allocation of prisoners to interact with regularly, enabling problems to be solved more quickly and relationships to be developed. In February, the Board conducted a small survey of 25 prisoners, showing that 50% of those consulted considered their key worker relationship to be good, while the remainder were unimpressed and 30% did not know who their contact was. The COVID-19 virus caused the key worker system to be suspended. On 1 June 2020, an exceptional delivery model of key working is being introduced, entailing 24 specially selected and briefed prison officers working with about 180 of the most vulnerable, high-risk and difficult to manage prisoners. The Board fully supports this as the process has consistently demonstrated its importance to prisoner welfare.

Another casualty of the COVID-19 virus has been the increasingly successful prison council, which had become an important monthly event with approximately 40 attending members, prisoners and staff alike, discussing aspects of prison life that are causing concern. The scheme has been temporarily revamped to meet social distancing needs, with some wings managing to have smaller-scale meetings.

#### **5.4 Equality and diversity**

The area of equality has been revitalised with the creation of the new role of diversity and inclusion officer. The post-holder started work in October 2019 and sees his role as helping the prison to respond proactively to individuals' needs.

He has built on the improvements noted in last year's report, with a focus on better consultation with prisoners, and has received greater support from managers. Departmental practices and procedures have been reviewed, and the format of meetings simplified, as well as introducing a system whereby data can be easily reviewed for comparisons.

Analysis showed that a disproportionate number of younger prisoners were on lower levels of the IEP scheme, and were receiving mainly negative reports on their records on the Prison National Offender Management Information System; this was dealt with by raising the equality awareness level of the assessing officers.

There were few or no equalities representatives among prisoners or officers, so a recruitment campaign was held, and six prisoners were appointed. More are to be recruited as vacancies arise. Senior staff have identified appropriate wing officers to be trained in equalities.

There was a backlog in replying to discrimination incident report forms (DIRFs),<sup>34</sup> with responses taking up to 28 days; this has been reduced to five. Data is analysed and action taken; for example, several DIRFs identified a problem with one officer, who was put on report and attended an unconscious bias awareness course. This training is a new initiative, launched last year, which is now attended by all staff.

Following an officer reporting that he was so used to being racially abused, without action being taken, that he did not bother to record it, staff are being actively encouraged by senior managers to submit DIRFs routinely when witnessing discriminatory behaviour.

Movement around the prison is still poor for those with mobility problems, with no access to some exercise yards or to the legal visits' unit. However, arrangements are

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<sup>34</sup> The system in prisons for handling allegations of discrimination begins with the completion of a DIRF.

made to use other offices instead. There is only one wheelchair-accessible cell, which is on the main wings and has a shower, but this has not worked for several months. The lifts, for the use of prisoners' visitors, have been repaired after many months of being out of use.

The diversity and inclusion officer now ensures that he visits every new prisoner with a disability or mobility problem, referring those who require it to the social care team for a care package; he reports that this is working well. He also liaises with foreign nationals and older prisoners, assessing their needs and organising support sessions, such as a gym club.

A team headed by the transgender protected characteristic lead has been formed. All transgender prisoners are provided with support from a specially trained officer, and are given single cells and have private shower access. Products such as make-up and similar accessories are now available for purchase. There is regular risk assessment and review by the Local and Complex Transgender Case Board as circumstances require.

The next challenge for the equalities staff is to educate all staff and prisoners about diversity and inclusion, using a series of 'banter-awareness'<sup>35</sup> sessions. Another challenge for the prison is that the staff demographic is not representative of the prison population; 4.3% of prison staff are from a black, Asian and minority ethnic (BAME) background, a small increase on last year. While this is lower than the proportion of BAME prisoners at Winchester, the diversity of prison staff is comparable to that of Hampshire's residents, 5% of whom are BAME. However, despite being classed as a local prison, Winchester regularly receives prisoners from other parts of the country, particularly London. This means that the demographic of the prison population does not reflect that of the local area.

## **5.5 Faith and pastoral support**

The multi-faith chaplaincy team is now almost up to strength, except for a Pagan representative, and in the last few months has given much improved spiritual support, including issuing worship packs and weekly faith bulletins. During COVID-19, there has been an increase in the numbers of prisoners receiving direct contact, enabling individual support sessions. A care team initiative has been launched to supply ad hoc support and emotional debriefing to staff members.

## **5.6 Incentives and earned privileges**

The new incentives policy framework, a national initiative, was introduced in late 2019. This system of privileges, commonly known as IEP, is a key tool for encouraging prisoners to keep rules and engage in the prison regime and rehabilitation. It allows privileges, such as having a television, wearing non-prison clothes and having extra time out of cell, to be taken away from those who behave poorly or refuse to engage. Positive work had started on reorganising the system. However, COVID-19 has resulted in the routine introduction of measures, such as goody bags and in-cell activities, to improve the lot of prisoners, who are now confined to their cells for longer periods. This has overtaken the IEP reform for the time being.

## **5.7 Complaints**

Last year, the Board was concerned about the number of prisoner complaints overdue or missing. The number outstanding is now on the agenda of the Governor's daily meeting, including the name of the person responsible for answering it. Senior

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<sup>35</sup> This and other staff wellbeing issues are being addressed by the Time to Talk initiative.

staff quality check, with the outcome being delivered to prisoners face to face. This change has seen a dramatic improvement, with late replies consistently in single figures, some awaiting tardy responses from other prisons. Efficient resolution of complaints helps stem prisoners' frustration and reduces their need for legal advice.

## **5.8 Property**

The prison's improvement in answering complaints has undoubtedly reduced the number of applications to the Board. Although the lower prison population and changes to the criteria make quantification difficult, a large proportion of applications received still relate to missing property. Winchester paid £2,000 compensation to prisoners for lost property last year. Many of these complaints require cooperation from other prisons, which is rarely forthcoming. It is our belief that until a single member of staff is nominated as the property officer, on a near full-time basis, this area of difficulty will not be mitigated.

## **5.9. Administration**

The administrative area of the prison exists to provide support to prisoners and all staff. Areas such as disciplinary matters, grievance and absence hearings are the responsibility of the Governor. He is supported by a human resources business partner (HRBP), who reports to a regional senior business partner. The HRBP supports Winchester for approximately three days per week, as she has other responsibilities for a wider geographical area. A back-up call centre run by Shared Services Connected Ltd is available; however, calls are answered by call handlers who do not have knowledge of the cases needing discussion. Call handlers provide signposting to the relevant policies which support the processes, but its benefit is limited. The Governor spends up to four hours each week on such work, depending on the variable number of human resource issues, which would not seem the best use of his operational skills. There is a strong case for a senior, full-time human resources specialist to be added to the team. The HRBP currently has fewer demands from her regional duties, because of COVID-19, meaning that Winchester's people issues are being resolved with much easier access to professional advice.

Administrative recruitment and retention are difficult; the Board is regularly told that such resource is insufficient to provide the agreed range of clerking support. The prison is competing for staff with the county council, with offices nearby. The council pays considerably more for similar roles and offers better conditions. A market force supplement is needed to boost the prison's chances of full administrative resourcing.

## **6. Health and wellbeing**

### **6.1 Healthcare: general**

Healthcare services at HMP/YOI Winchester are provided by Central and North West London NHS Foundation Trust (CNWL).<sup>36</sup> The HCU has 17 beds for prisoners with primary healthcare and/or mental health needs. The monthly average of around 220 arrivals (including transfers) and 220 discharges has a major impact on services.<sup>37</sup>

The service was inspected by the Care Quality Commission (CQC) in 2019 as part of a prison-wide inspection by HMIP. In their report, they commented positively on the clinical leadership across all pathways.<sup>38</sup> Broadly speaking, the Board agrees that the HCU makes huge efforts to provide high-quality clinical care for a patient group who can be very challenging and unreceptive, in a very poor-quality physical environment.

Dental services were provided by Solent NHS Trust until the end of September 2019, when Time for Teeth took over the provision.

Feedback is actively sought from patients to improve the service via regular meetings with wing healthcare representatives. The routine friends and family survey questionnaire has proved particularly useful during the lockdown. The complaints process is effective, with issues triaged on a weekly basis and responded to quickly.

### **6.2 Physical healthcare**

The HCU's establishment is 66 full-time equivalents, with currently 31 (48%) vacancies as of 31 May. Maintaining staffing levels is challenging, and services have been maintained through regular use of bank and agency staff. The Board was pleased to note that during the year, the head of healthcare reported<sup>39</sup> that staff morale was high.

Levels of 'did not attend' (DNA) to some services have been high. Missed or late attendance at appointments is partly due to problems with the availability of prison officers to act as runners. On average, 18% of appointments for general practitioner clinics were missed, a monthly average of 32 DNAs.

A proposal to convert a prison group room into three clinical consulting rooms, to make clinical space available in the main prison, was not approved owing to the prison's own demand for the capacity, despite funds still being available from the commissioner. This means that many appointments are still undertaken in the HCU, with knock-on implications for the availability of runners.

Despite the positive approach to improving dental care taken by Time for Teeth, dental appointments have been particularly affected, with DNAs averaging over 30%, with, as last year, more than half due to the lack of runners. Similar problems affected the availability of staff escorts to take prisoners to external hospital appointments.

The waiting list to see an optician is long, and appointments have stopped during the pandemic. Some prisoners arrive at the prison without their spectacles, which is particularly irksome during lockdown, as they are confined to their cell for longer but unable to see to read.

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<sup>36</sup> CNWL declined to bid for the contract renewal on 1 July 2020, and this was taken over by Care UK.

<sup>37</sup> Data in this section has been taken from the monthly local delivery quality board, and Health and Justice Indicators of Performance reports.

<sup>38</sup> Report on an unannounced inspection of HMP/YOI Winchester. HMIP, 2019

<sup>39</sup> Local delivery quality board (LDQB) meeting, November 2019.

Supervision of medicine rounds and mouth searches by officers at wing dispensary hatches have improved considerably, although these can still be variable on A and D wings. On average, 10% of prisoners have missed prescription drugs for three consecutive days during the year.

### **Healthcare facilities**

The security of medicines remains a concern. Following the ease with which prisoners accessed drugs from the B wing dispensary during the cell break-out in 2019, the failure to confirm that the A wing dispensary security gate is of a suitable design is disturbing. Also concerning is the delay in installing personal lockers to safeguard prisoners' medicines when there are apparently 100 units available in the stores.

The shortfall in high-quality clinical consultation spaces on the wings remains a major challenge; the upgrade to basins and sinks in clinical rooms has still not happened, and nor has the badly needed upgrade to the healthcare showers. No progress has been made on resolving the responsibility for the improved routine deep cleaning, which is needed for effective infection control. Prior to COVID-19, cleaning remained poor, and must be addressed as the restrictions are eased. This problem is under discussion, and a resolution is expected imminently. However, the standard of cleaning of the clinical areas used during COVID-19 has been very high.

The poor environment of the CSU means that it is difficult to offer high-quality physical or mental healthcare to prisoners held there. Moreover, on too many occasions, records of the mandated daily visits by healthcare staff are missing from CSU logs; whether this is a genuine omission or poor record-keeping is unclear, but the abject conditions make diligence in this respect critical.

### **Healthcare issues**

A smoking cessation clinic is held weekly, to manage approximately 75 referrals a month. Although the waiting time has reduced to three or four weeks, it still has over 20 names on it, causing the Board to receive complaints about delay.

Notwithstanding the positive CQC feedback during the HMIP inspection, a regulatory notice<sup>40</sup> was issued relating to the identification and management of prisoners with long-term health conditions. HCU staff have taken positive steps to improve their care, and are auditing progress regularly. The situation has been affected by the COVID-19 lockdown because of staff shielding, but the general practitioner is providing medical cover.

### **COVID-19**

The need to plan collaboratively to limit the risk of the COVID-19 infection has strengthened relationships between the HCU and the prison senior leadership team, leading to greater mutual appreciation of each other's pressures and challenges. The highly successful containment of the virus within the prison, despite positive cases of both a prisoner and staff, is a testament to prison and HCU team working.

## **6.3 Mental healthcare**

March 2020 saw the completion of a year without a self-inflicted death, reflecting well on the emphasis placed on welfare by the prison and healthcare services. Sadly, one such death was recorded in late May and is awaiting a coroner's inquest.

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<sup>40</sup> A regulatory notice will notify changes in structures, procedures or regulations, or provide operational or information and guidance.



On average, there are around 50 prisoners with a mental health read code<sup>41</sup> in the prison, and about 170 with diagnosed depression. The consistently high level of arrivals puts extra pressure on the mental health team (MHT), whose total caseload averages 180.

Early days in custody funding for extra nursing staff to assess new arrivals and support the assessment, care in custody and teamwork (ACCT)<sup>42</sup> process was received as part of an NHS England pilot project. So far, only one post has been filled, part time.

On average, 95% of prisoners receive primary screening, which is within the NICE<sup>43</sup> guideline target, whereas 46% receive secondary screening within seven days, rising to 78% within 14 days. Constraints include lack of clinical space, staff availability and availability of runners. Regular mental health welfare checks are made on those on waiting lists.

The number of ACCTs being opened has made considerable demands on the MHT's time and resources, and the ACCT review process has not always worked optimally during the year. Tensions have arisen when there has been a surge in numbers of reviews on any one day, or when short notice is given to the MHT to attend, having a negative impact on other mental health services.

All prisoners on constant watch receive a mental health assessment and care plan within 48 hours of referral, and an average of 84% of those identified as being at risk of self-harm or suicide receive the same within 24 hours.

All prisoners in the CSU who need a mental health care plan receive it within 24 hours of referral.

Cells with hatches, to provide safer access to medicate new arrivals on detoxification programmes, are more consistently available. On average, 98% of prisoners receive a review within five days and 83% receive a multidisciplinary review within 13 weeks.

The unusually large number of prisoners occupying inpatient beds because of delays in their transfer to a specialist mental health unit has been escalated to the commissioners. During the year, only three prisoners have been transferred within the 14-day target because of the scarcity of bed spaces elsewhere.

## **6.4 Social care**

The HCU has three dedicated social care support workers, and inpatient staff also provide out-of-hours support as part of prisoners' care plans. The social care support workers are directly employed by the HCU and the funding is claimed back from the local authority. Such care is already an expected part of the provision to prisoners with mental health needs, as a lack of self-care is often part of their condition.

## **6.5 Exercise and time out of cell**

Before the pandemic, prisoners were allowed one and a half hours' association, for showers, telephone calls, etcetera, and 30 minutes' exercise on the yards. Additionally, they were unlocked for education, employment and workshop activity. Since lockdown, they have been restricted to 45 minutes per day for showers and calls, and 30 minutes for exercise. Their acceptance of these restrictions has been remarkable.

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<sup>41</sup> Mental health read codes are a comprehensive list of clinical terms intended for use by healthcare professionals to describe the care and treatment given to patients.

<sup>42</sup> ACCT is the care planning process for prisoners identified as being at risk of suicide or self-harm.

<sup>43</sup> National Institute for Health and Care Excellence.

## **7. Progression and resettlement**

### **7.1 Education, library**

During this reporting year, there has been an improvement in the management of funding for education and vocational training. HMP/YOI Winchester now has a £1.1m education budget, which gives scope to fund library services and courses which are learner centred and better designed for prisoners as they approach their release.

Under the leadership of a new education manager, core subjects are taught in a consistent, standardised format, ensuring continuity when prisoners are transferred within the region.

Education attendance figures have improved from 73% last year to 84%, with 90% allocation of places. Courses have broadened to include catering, domestic cookery, painting and decorating (after three fallow years, a new instructor has been appointed) and music technology.

The new direct purchasing system (DPS) caused initial teething difficulties. Learning skills staff had to learn from scratch how to write bids for services, which then went through a complex contractual computer-based platform. More training for the staff would have been appropriate. On the positive side, the DPS has allowed funding for further courses from BearFace Theatre and a thriving music club, along with other vocational training, such as forklift driving qualifications.

The library has not been used as intended, primarily because of officers not bringing prisoners to their allocated sessions. However, since the COVID-19 regime started, prisoners have been well served by the library, with hundreds of distraction packs provided.

Part-time education is embedded in the workshops to help prisoners improve their knowledge of core subjects without having to give up their jobs. Tutor awareness of the needs of those with special needs has ensured the provision of reading glasses and a magnifying screen for learners with poor vision.

The two gyms are housed in buildings which were not designed for their purpose and are inadequate and dated. The fabric of these buildings is poor, with rain regularly leaking into both.

During lockdown, the physical education department is providing outside circuits and exercise for prisoners and staff, which are popular, with an average of 70 prisoners per week.

### **7.2 Vocational training, work**

By November 2019, 16 local employers had been identified as willing to work with prisoners on release on temporary licence (ROTL), yet only one placement was made. The aim had been for two prisoners by December 2019 and four by April 2020 but this was not achieved because of COVID-19.

Other vocational training and work at Winchester include electrical assembly, textile (sandbag) manufacture, waste recycling, cleaning and bio-cleaning. A state-of-the-art new tailoring workshop has been opened, making prison clothing for the wider estate, providing 25 new full-time jobs and eight education spaces. The new skills tracking evaluation allows prisoners to demonstrate that they have learned while working.

Other work opportunities within the prison provide employment to help the whole system to function: servery workers, kitchen staff, Samaritans-trained Listeners, wing

cleaners, painters, barbers, and orderlies for many roles, including the stores, gym and canteen.

New to Winchester is red band status,<sup>44</sup> where currently three trusted worker prisoners move between West Hill and the main prison.

### **7.3 Offender management, progression**

The offender management unit (OMU) has a staff of 34, 17 of whom share a single open-plan office. With the arrival of COVID-19, social distancing initially posed a problem, but with two probation officers seconded to the community and three working from home, the staffing level is now satisfactory.

In-cell telephones have eased prison offender managers' communications with prisoners, but the lack of appropriate interview rooms makes confidential communications with cell sharers problematic. At the end of the reporting period, there were 12 offender assessment system (OASys)/sentence planning reports and one home detention curfew (HDC) (tagging) release overdue, the latter because of an inappropriate release address. This is a relatively low level in comparison with that cited in the last HMIP report.

There are 10 prisoners serving indeterminate sentences for public protection (IPP).<sup>45</sup>

After a period with transfers placed on hold, the OMU successfully managed to relocate 34 prisoners in three days in May, thus freeing space for the quarantining of new prisoners, the numbers of whom are expected to increase with the resumption of court activity.

The OMU has identified and submitted the names of five prisoners for early release, but none has been taken up by the offender management support hub. They have also continued to face difficulties in transferring complex IPP prisoners with disruptive behaviour, for sentence progression. With the 2019 reconfiguration of prisons, transfers to training prisons have been easier for category C prisoners, although there remain difficulties in moving on those in category B establishments.

Probation officers, working from home, are conducting parole hearings by video and telephone link, doing their best to allay concerns for prisoners approaching their hearings. Community managers are, however, more reliant on prison offender managers (because of no official visits during COVID-19) for input to prisoner assessments, thus increasing the latter's workload. The OMU is supporting the new key worker exceptional delivery model, with weekly inputs to the list of particularly vulnerable prisoners.

### **7.4 Family contact**

In the current year, all cells have been fitted with in-cell telephones, allowing prisoners to make calls to numbers on a specified list. These have been a blessing for easier family contact and for stakeholder agencies to conduct business. The downside is that handsets go missing, and both telephones and sockets are regularly broken, some deliberately, and it is difficult to get repairs done. Standard telephones still exist on the wings, for calls to be made under these circumstances. Since COVID-19, prisoners have been provided with extra credit on their telephone accounts to facilitate contact with family and friends while social visits are suspended. The 'email-a-prisoner' service has been useful, with changes recently

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<sup>44</sup> A red band is a trusted prisoner who is permitted to work unsupervised and deliver messages. Staff are permitted to open gates for red bands, so that they can move throughout the prison.

<sup>45</sup> IPP sentences were created by the Criminal Justice Act 2003 and used from April 2005 and were of indeterminate length. They were abolished in 2012 but the changes are not retrospective.

added to enable prisoners to reply to received emails. The prison has two laptop computers for remote video attendance at funerals.

During the year, the charity Spurgeons, which supports the families of prisoners, has had a caseload of 291 prisoners. Spurgeons' work included 16 family days attended by 164 prisoners and 296 children, six 'homework dads'<sup>46</sup> sessions attended by 21 fathers and 31 children, two days for nine families of prisoners with life sentences, and a pilot scheme of baby days, which ran twice before the COVID-19 lockdown, and attracted seven fathers.

Spurgeons has developed a series of self-study packs, which have been of value during lockdown, and these cover emotional and parenting skills. During COVID-19, a social media page was developed, for keeping in touch with families.

The charity is increasingly taking the lead in liaising with agencies during child protection and care proceedings, and has been rolling out a programme of training for its 73 volunteers and external organisations.

Spurgeons has secured grant funding this year from the police and crime commissioner, to deliver a new course, in conjunction with Phoenix Futures, which aims to improve understanding about the impact of adverse childhood experiences on parents and their children, and looks at ways of building resilience and positive lifestyle coping strategies.

## **7.5 Resettlement planning**

As reported in previous years, opportunities for fully preparing prisoners for resettlement are very limited. Winchester is a busy local prison, with a very high level of arrivals and departures, an average length of stay of around eight weeks, and transfers of many prisoners with less than 12 weeks of sentence outstanding. This makes efforts in training, education and preparations for release challenging. Regrettably, it remains the case that up to 40% of prisoners do not have arranged accommodation on release. This problem is exacerbated by the number of very short-term prisoners, many of whom have no fixed address.

Information, advice and guidance (IAG) (with Catch22, and 'through-the-gate') provides help with post-release employment and further education, ensuring that prisoners can access their bank accounts, and offers general post-prison information. IAG staff attend induction, education and workshops to support prisoners wanting advice and, during COVID-19, provide this through in-cell telephones.

Finding accommodation for prisoners approaching release has presented a challenge throughout the reporting period, until the COVID-19 pandemic. Currently, as a result of government measures under 'duty to refer',<sup>47</sup> Catch22 is able to find emergency accommodation.

It is the opinion of resettlement staff that, under normal circumstances, the conditions for eligibility for emergency accommodation, and then follow-on accommodation, are too stringent. Catch22 reports that up to 90% of prisoners are not considered to have priority unless they have serious medical conditions. The success in housing homeless prisoners appears to be reliant on the funding and commitment of local councils. The Board supports the view that all homeless ex-prisoners should be

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<sup>46</sup> 'Homework dads' involves arranging for homework to be carried out with the help of father in prison.

<sup>47</sup> The Homelessness Reduction Act requires specified public authorities, including prisons, to notify the local authority of service users they consider may be currently homeless or threatened with homelessness.

considered to have urgent need if the cycle of crime/prison/addiction is to be broken.

Catch22 attempts to house some prisoners away from their home area, to avoid known bad influences. Unfortunately, accommodation is only likely to be found via their hometown council, which means that they risk reacquainting themselves with unsuitable contacts, often leading to repeated offending and return to prison. While some prisoners, under the age of 30, can be found out-of-area accommodation with the Amber Foundation, there are no such charities to assist the over-30s. There is an urgent need for fully supported accommodation, both locally and out of area, to enable rehabilitative behaviour in the community.

There is some concern that the basic custody screening tool (BCST) process is not being comprehensively completed, leading to a failure to flag up concerns for Catch22 to follow up in the second BCST stage. This problem has resulted in a noticeable increase in the number of complaints to the department. Current staff shortages in Catch22, four out of seven, are having a further impact on the level of service.

At West Hill and the Hearn unit, the regime is more relaxed, with better conditions, single cells and generally good relationships with officers. It is intended for prisoners within six months of release, who follow a rehabilitative process, with a prison job or education classes. However, the available prison population does not always match these requirements, and inappropriate placements become necessary, which results in a weakening of the ethos of the units.

## 8. The work of the IMB

The prison is responsible for ensuring that the Board has the support of a part-time clerk to fulfil the memorandum of understanding between the IMB and Ministry of Justice, most recently agreed in December 2019. For the last seven years, clerking support has not been consistently provided; the reason given is the lack of available staff. This runs counter to the agreement laid down in the memorandum of understanding between the National Chair of the IMB and the Director General of Prisons, signed on 9 December 2019.<sup>48</sup>

### Board statistics

Recommended complement of Board members	16
Number of Board members at the start of the reporting period	11
Number of Board members at the end of the reporting period	14
Total number of visits to the establishment	373
Total number of segregation reviews attended	62

### Applications to the IMB

Code	Subject	Previous reporting year	Current reporting year
A	Accommodation, including laundry, clothing, ablutions	18	18
B	Discipline, including adjudications, IEP, sanctions	15	5
C	Equality	8	4
D	Purposeful activity, including education, work, training, library, regime, time out of cell	14	13
E1	Letters, visits, telephones, public protection restrictions	27	35
E2	Finance, including pay, private monies, spends	18	12
F	Food and kitchens	5	7
G	Health, including physical, mental, social care	68	45
H1	Property within this establishment	43	33
H2	Property during transfer or in another establishment or location	30	18
H3	Canteen, facility list, catalogue(s)	13	11
I	Sentence management, including HDC, ROTL, parole, release dates, recategorisation	49	21
J	Staff/prisoner concerns, including bullying	30	23
K	Transfers	19	4
L	Miscellaneous, including complaints system	21	15
X	Confidential access requests	23	0
	<b>Total number of applications</b>	<b>401</b>	<b>264</b>

<sup>48</sup> In addition to outlining the responsibilities of the IMB and the prison in relation to monitoring, it notes 20 separate tasks that a clerk could be expected to carry out. At HMP/YOI Winchester, only four of these tasks are regularly supported.



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