



**INDEPENDENT MONITORING BOARD  
ANNUAL REPORT 2018-19  
HYDEBANK WOOD COLLEGE & WOMEN'S PRISON**

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## **MISSION STATEMENT**

To enhance the quality of prison life, by working to ensure fairness and accountability in prison.

### **Statement of Purpose**

Members of the Independent Monitoring Board (IMB) Hydebank Wood College & Women's Prison (HBW) were appointed by the Justice Minister under Section 10 of the Prison Act (NI) 1953.

### **The Board is required to:**

- visit HBW regularly and report to the Justice Minister on the conditions of imprisonment and the treatment of offenders;
- consider requests and complaints made by prisoners to the Board;
- report matters of concern to the Governor or, in serious cases, the Justice Minister;
- exercise certain powers that are given in the Prison and Young Offenders Rules (NI) 2005.

### **The Prison Rules further require the Board to satisfy itself as to:**

- the treatment of prisoners including provision for their healthcare and other welfare while in prison;
- the facilities available to prisoners to allow them to make purposeful use of their time;
- the cleanliness and adequacy of prison premises.

To enable the Board to carry out these duties effectively, its members have free access at any time to all prisoners and to all parts of the prison to which they are appointed. In exercising their rights under the Prison Rules, members shall take into consideration the matters referred to in Rule 124 (5) which state, in the exercise of any of its powers, the Board will not:

- undermine the security and good order of the prison;
- prejudice the efficient operation of the prison; or
- prevent the proper treatment of prisoners.

The Board shall also have reasonable access to any of the records of the prison, with the exception of medical records.

## **UK NATIONAL PREVENTIVE MECHANISM**

The Independent Monitoring Board is part of the United Kingdom National Preventive Mechanism (UK NPM), as required by the Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT).

## **CHAIRPERSON'S INTRODUCTION**

I am pleased to present the annual report of the Independent Monitoring Board for Hydebank Wood College and Women's Prison for the period 1 April 2018 - 31 March 2019.

The diverse Board members are volunteers from all walks of life, who visit the prison and prisoners on a rota basis. The Board monitors the treatment and well-being of male students and women prisoners and the conditions under which they are held. The Board also has within its remit the monitoring of the accommodation provided, the provision for Healthcare and the purposeful use of time by those confined within the establishment.

When the reader studies this report, they will appreciate that the site is unique in that the female prison is located within the grounds of Hydebank Wood Secure College for young men. This combination of populations brings unique challenges for management and staff. The Board is delighted to highlight that during the past year there was an increase in younger and female staff, although they require appropriate mentoring. There remains a culture of improvement and an emphasis on a rehabilitative ethos and educational opportunities for all.

The old challenges have not yet been overcome. The Board continues to note frequent 'lock-downs', periods when illicit substances have penetrated security arrangements, complaints relating to aspects of the provision of Healthcare, incidents of self-harm, continued use of segregation to ensure the safety of individuals and the general population, and inappropriate use of custody for individuals with mental health issues and learning difficulties (especially those on remand). Nevertheless, the Board looks forward to future developments with optimism, especially future movement as outlined in Estates 2020, although this is dependent on the reinstatement of a representative legislative Assembly and associated resourcing.

During the year Board members have been resolute in their commitment to the work of the IMB, giving freely of much time and expertise and being especially supportive of the Chair. In addition to their internal duties at HBW, members have visited the Dóchas Centre in Dublin, participated in the recruitment and induction processes for new members, taken up personal training and development opportunities and participated in briefings from staff of the National Preventive Mechanism.

As a member of the National Preventive Mechanism, the Board is likely to develop closer links with other bodies involved in monitoring places of detention in Northern Ireland - particularly CJINI [Criminal Justice Inspection Northern Ireland], RQIA [the Regulation and Quality Improvement Authority] and ETI [the Education Training Inspectorate] - which is a welcome development. In addition to contributing to the NPM Annual Report, where relevant the IMB Boards provide information for submissions by the NPM to the UK Government and United Nations Committees.

I wish to record sincere gratitude to Ann, Brian, Clive, Deena and Yvonne for all their good voluntary work. In addition, Deena has contributed immensely to the production and editing of

this annual report.

I take this opportunity to thank the staff of HBW for their assistance and co-operation throughout the year.

The Board is privileged to have a formal monthly meeting with the Governor, and I wish to thank the management for their courtesy and willingness to listen and address matters raised by members. The Board aims to provide constructive feedback to ensure the proper and humane treatment of prisoners within an acceptable prison environment.

Finally, I note that the Board continues to enjoy the support of the IMB Secretariat. This support is constant and of a high standard. Together with my colleagues I am most grateful.

*Hazel Patton*

**Chairperson**

IMB Hydebank Wood Secure College and Women's Prison

## OVERVIEW OF ESTABLISHMENT

### Prison population April 2018 – March 2019

#### *Women*

The population in Ash House on the third Tuesday of each month between 1.4.18 - 31.3.19 (1) and the average population across each month (2) were:

	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
(1)	65	58	69	71	60	63	61	64	65	65	67	68
(2)	70	57	63	64	60	61	54	56	58	62	61	65

Based on (1), the average female population throughout the year was therefore 65. This is significantly higher than the average population of 57 in 2017-2018. Concern about the high numbers in Ash House was raised by Chaplains with IMB members, particularly in relation to women with mental health problems who struggled to cope with being in the general population. A high population led to 'doubling up' in a couple of cells in July 2018 and January 2019. In March 2019, three cells were doubled up and four women on Enhanced regime who worked in the kitchens were re-located to cells on the ground floor of the Healthcare Centre.

#### *Young men*

The population on the third Tuesday of each month between 1.4.18 - 31.3.19 (1) and the average population across each month (2) were:

	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar
(1)	97	110	115	114	94	93	99	95	92	88	90	90
(2)	103	106	111	107	90	88	92	94	89	91	93	90

Based on (1), the average male population throughout the year was therefore 98, just two more than in 2017-2018.

While Beech 1 and 3 were closed for repairs following an incident, four cells on B4 were doubled up from April to July 2018. NIPS staff commented that the landing was "too crowded", and students complained about the impact of intense heat in cells during June and July.

#### **Staffing**

The **Target Staffing Level (TSL)** at Hydebank is 219.

During this reporting year, 31 Prison Officers left Hydebank [22 left the service, 8 transferred to other establishments and 1 moved to PECCS]. 30 new recruits were appointed during this period [13 in April, 4 in May, 3 in July, 3 in October, 3 in November and 4 in March].

Inexperienced staff required mentoring, and concerns were raised at Board meetings about lack of appropriate support for these new recruits.

### **Staff sickness absences**

Staff sickness absence has decreased in comparison to last year (when 20 or more staff were absent every month except one between June 2017 and March 2018). This year's figures were: April 2018: 17 (10%); May: 21 (12%); June: 22 (12.4%); July: 20 (11.4%); August: 13 (7.7%); September: 7 (4.1%); October: 8 (4.9%); November: 17 (10.2%); December: 17 (10%); January 2019: 19 (11.3%); February: 13 (7.7%); March: 13 (8.2%).

A spike in absenteeism was noted at the May 2018 Board meeting, with the main reason given by the Deputy Governor as "stress or stress-related illness".

### **Staff shortages**

Staff shortages have a significant impact. For example:

- Staffing issues in Ash during June/July led to more 'lockdowns' than normal and the gym was reported as being closed. While acknowledging that staff shortages are a seasonal problem, there appeared to be an increase in unscheduled hospital visits during this period which contributed to lack of staff on landings. 2 NIPS staff are required to conduct a committal. If there are less than 3 staff in Ash House and 2 go to Reception to do this, the House has to be placed on 'lockdown'.
- Ash House was on 'firewatch' during a rota visit in January, with Cedar House on 'firewatch' during rota visits in December, February (reportedly due to a high number of Video link cases) and March.
- Serveries and Association Rooms in Ash and Beech were noted as being dirty and untidy, reportedly as the result of 'firewatch' causing a shortage of students to clean the area (Beech in August) or the House being on 'lockdown' from 4.30pm the previous evening (Ash in September).
- In August a Governor commented that staff shortages had led to delay in holding adjudications.



## **SUMMARY OF RECOMMENDATIONS**

The Board would list the following recommendations:

### **1. ACCOMMODATION**

- A stand-alone women's prison should proceed as a matter of urgency.
- A feasibility review is completed and published as a matter of urgency, detailing plans for relocation of all students within current proposals to redevelop Ash and Beech Houses.
- The quality and level of maintenance of the communal bathrooms in Ash should be addressed urgently to render them fit for purpose. It is not acceptable merely to paint the shower area. The showers require to be replaced.
- Use of the ground floor facilities by females in Ash House should be maximised and arrangements resumed to normal as soon as possible following completed refurbishment of the Learning and Skills Centre.
- Consideration should be given to the provision of separate landings for long termers, 18-24 year old women prisoners, remand and sentenced prisoners.
- Use of Murray House should be maximized, taking into account risk assessments relating to individual females and to aid resettlement.
- On completion of remedial work in the Learning and Skills Centre, the classrooms in both Beech and Cedar Houses are re-purposed for alternative use (e.g. drop-in centre, de-escalation room, multi-faith room) on a daily basis.
- There is the option for practical use of the outside area at the end of B2 all year round.
- NIPS investigates whether the infrastructure and maintenance for heating and water supply throughout Hydebank are adequate, particularly during holiday periods.

### **2. ADJUDICATIONS**

- NIPS ensures clarity amongst both prisoners and staff about disciplinary processes, their impact on PREP regimes, and appeals processes.
- NIPS reviews the adjudication process to ensure that there is a short timescale between the date of an alleged offence against prison discipline and subsequent adjudication, and to reduce the number of 'withdrawn' charges resulting from a period of over 3 months elapsing between the date of the alleged offence and the adjudication.
- NIPS analyses the proportion of 'guilty' verdicts relating to 'discretionary' and 'non-discretionary' offences. If a high proportion of 'discretionary' offences led to 'not guilty' verdicts, NIPS should consider whether the charge of an offence against prison discipline is the most appropriate response.

- NIPS staff provide detailed, factually accurate information in their statements relating to charges being laid.
- NIPS ensures that the Start 360 Advocacy Team receive information about forthcoming adjudications so that they have sufficient time to support prisoners where appropriate.

### **3. ALCOHOL AND SUBSTANCE ABUSE**

- NIPS conducts an evaluation to assess the outcomes associated with use of Passive Drug Dogs and whether this is an effective method for indicating presence of drugs.
- Funding for AD:EPT continues, with plans put in place to reduce waiting times for individual work.
- A specialist Clinical Service for those with chronic substance dependency is put in place THIS year.

### **4. CATERING AND KITCHENS**

- A detailed survey is carried out by NIPS to ascertain levels of satisfaction with catering.

### **5. CHAPLAINCY**

- No recommendations

### **6. EDUCATION AND TRAINING**

- While commending recent changes, there needs to be a continued focus on scheduling to ensure that classes run or are covered, and that classes offer programmes linked to potential employability.
- There is continued monitoring of outputs in the form of certificates and qualifications achieved by individuals attending educational courses and workshops.

### **7. EQUALITY AND DIVERSITY**

- The programme of events focused on promoting equality and diversity continues, is further developed with appropriate staff resources, and evaluated to inform future activity.
- Efforts should continue to encourage attendance by, and input from, external practitioners (such as the Equality Commission, the Human Rights Commission and the Rainbow Project) at the monthly Equality and Diversity Committee meetings.

### **8. HEALTHCARE**

- As last year, the Operational Nurse Manager regularly attends IMB Board meetings. It would also be helpful if there was an opportunity to discuss issues raised in the IMB Annual Report with a Senior Manager from the Trust.

- Prison authorities explore with colleagues in Health the impacts of implementation of *Safer Prescribing in Prisons* guidelines.
- As last year, a review is conducted to assess whether there is a correlation between reduction in medication and incidents leading to prisoners receiving an 'adverse' or being subject to restriction of association under Prison Rule 32.
- The IMB again reinforces the recommendation of the Criminal Justice Inspectorate that: "The wider criminal justice and healthcare systems need to provide alternatives to custody for young men at risk" (CJINI, 2016a, p15) and "to provide therapeutic alternatives to Ash House for the small number of highly vulnerable women with the most challenging behaviour" (CJINI, 2016b, p17).

## **9. LIBRARY**

- No recommendations

## **10. RECEPTION AND INDUCTION**

- Female Reception is covered daily, with staff given adequate time to complete the committal process and other basic tasks (such as delivery of post, transfer of money, exchange of clothes).
- The female committal landing should be staffed by 2 Officers at all times, to meet the additional needs of those arriving in custody and ensure effective delivery of the induction process.
- Women placed on Prison Rule R32 should not be accommodated on the committal landing.
- The process for registering a complaint should be clearly outlined during induction. Consideration should be given to an evaluation of the current NIPS complaints process, including: timescales, procedures, level of satisfaction with outcomes.

## **11. RESETTLEMENT**

- Ensure that Murray House is fully utilised, with adequate preparation and bespoke support for the women accommodated there.

## **12. SAFER CUSTODY**

- Appropriate protocols should be followed to ensure confidentiality during discussions about concerns and SPAR reviews, with SPAR booklets completed and retained out of sight of other prisoners.
- In recognition of the circumstances of those in custody at Hydebank, the Board recommends that bespoke training for NIPS staff at Hydebank is developed in the areas of:

dealing with anger, lack of inhibition, lack of empathy (young males) and raising staff awareness about gender-based violence and trafficking (females).

- NIPS analyses complaints against staff to assess the severity of this issue. Where necessary, disciplinary action or re-education should be implemented.

### **13. SEGREGATION – CARE AND SUPERVISION UNIT [CSU]**

- The Care and Supervision Unit's move to Elm House is completed by the end of May 2019.
- Staff who are deployed to work within the CSU are trained in trauma-informed practice.

### **14. SPORT AND RECREATION**

- Mindful of the benefits of daily periods of association and exercise, the Board is supportive of any initiative by NIPS to provide additional recreational and exercise facilities solely for the use of women prisoners and specific to their needs.

### **15. TUCK SHOP**

- No recommendations

### **16. VISITS**

- NIPS should ensure that PECCS are fulfilling their responsibilities regarding provision of transport for visits between prisons.

## **1. ACCOMMODATION** (see Appendix 1)

### **Female – Ash House**

On 19 March 2019, the female population was 68 - 31 sentenced, 37 on remand.

The Board notes that, for many years, plans have been in place for the construction of a stand-alone prison for women. The Board remains firmly of the view that this development should proceed as a matter of urgency. In December 2018 a discussion document entitled *Prisons 2020* was published by NIPS, re-stating an alternative delivery model by 2020-22 based on creation of a discrete Female facility within the current Hydebank Wood site by redeveloping the existing Ash and Beech Houses and completely separating them from the Secure College.

Although this option is not our first preference, in view of the budgetary pressures facing the public sector, the Board welcomes the planned development of a separate Women's Facility focused on providing a family-centred, therapeutic environment. Delay remains unacceptable as it is detrimental to the provision of resources to address issues particular to women prisoners (for example healthcare and family matters) as well as gender-specific responses to issues of addiction, education and successful re-settlement.

**Recommendation re-stated: A stand-alone women's prison should proceed as a matter of urgency.**

The Board highlights that the alternative accommodation for both male and female students during any proposed construction period must be fit for purpose. The Board questions whether this is possible given the constraints of the accommodation afforded within Cedar, Elm and Willow Houses.

**Recommendation: A feasibility review is completed and published as a matter of urgency, detailing plans for relocation of all students within current proposals to redevelop Ash and Beech Houses.**

The Board is delighted that the windows in Ash House have been replaced, thus improving ventilation within the female accommodation. The Board welcomes the procurement of new, modern tables and chairs for the communal areas within Ash House. The Board re-states that there is an urgent requirement to re-furbish shower facilities within Ash. We were told in the past that a programme was under way to address this. This process should be expedited. The women also use the baths to rinse their hair with water jugs as the water pressure within the showers is not adequate. During holiday periods there were occasions when hot water was not available within the complex.

**Recommendation re-stated: The quality and level of maintenance of the communal bathrooms in Ash should be addressed urgently to render them fit for purpose. It is not acceptable merely to paint the shower area. The showers require to be replaced.**

The Board notes that the hairdressing facility and Drop-in room located on the ground floor of Ash House had to be shared with the male population as work continued on refurbishing the Learning and Skills building.

**Recommendation: Use of the ground floor facilities by females in Ash House should be maximised and arrangements resumed to normal as soon as possible following completed refurbishment of the Learning and Skills Centre.**

Ash 5 continues to offer prisoners opportunities to live more independently. But long term prisoners have been mixed with those 'working out' for short periods before release, which is very unsettling for long termers. Young women share facilities with more mature prisoners, and remand prisoners are housed with sentenced prisoners.

**Recommendation: Consideration should be given to the provision of separate landings for long termers, 18-24 year old women prisoners, remand and sentenced prisoners.**

Access to SKYPE in Ash House is a positive development enabling prisoners to communicate with their families, although this is subject to funding and security considerations. Tablets have been introduced to facilitate translation for Foreign Nationals. The Board strongly supports the introduction of these enhanced communication facilities and recognises that additional funding will be required to ensure their maintenance.

The Board welcomed the provision of the 'step-down' facility, Murray House, two years ago. Providing accommodation for six female students within the grounds of Hydebank Wood, this accommodation was under-utilized during 2018/19 and only fully occupied in early 2019.

**Recommendation re-stated: Use of Murray House should be maximized, taking into account risk assessments relating to individual females and to aid resettlement.**

## **Male**

As of mid-March 2019, the male student population was 90 - 45 sentenced and 45 on remand - whilst in mid-March 2014 it was 164. There has been a noticeable reduction over the years in the 18-21 male custodial population, which has significant implications for strategic developments concerning this population. According to the Department of Justice *Research and Statistical Bulletin* (September 2018, p7), 18-20 year olds constitute just 3% of the Northern Ireland custodial population.

At present 2 residential blocks - Beech and Cedar - are currently in use for the male students at Hydebank. Of the other 2 blocks previously occupied by male students (Elm and Willow) only

one wing in Willow is currently in use. Since early 2018, this has been a Working-out Unit, which has isolated access away from Beech and Cedar. Overseen by one of the Governors and a Senior Officer, this is essentially a progression from C5. Although it has 10 cells, it usually houses just 2-3 students. Students have their own key to permit access when returning from outside work placements. They have their own kitchen, washing machine and tumble dryer, and dining room. The rationale is to encourage “ownership” of this area. The Board is supportive of this concept and wishes due credit be given to those staff who have been instrumental in undertaking this innovative. A wing in Elm is earmarked as the replacement location for a new CSU later in 2019. The rest of these Houses could sustain similar numbers as Beech and Cedar but are not in general use at present, resulting in potential surplus accommodation.

Since October 2018, C1 has been used as the ‘Headway’ landing - a pilot intervention by NIPS and Start 360 to support young males who find it difficult to engage within the College. C2 is used to house ‘vulnerable’ students and the 10 cells in C5 house those on an Enhanced regime. At present there is no requirement for students in the male estate to be ‘doubled up’, although this did occur while work was being carried out in Beech during 2018.

The way in and out of both Beech and Cedar Houses is through a ground floor front foyer, with access to the wings via a set of stairs to the first and second floors. These foyers are mainly kept very clean, with students often seen mopping and brushing the floors. At the start of last year’s reporting period, the walls of both foyers were repainted and refreshed by a Student Works Party under the guidance of a member of staff. The Board understands that it was planned to improve the surroundings and add more facilities on Beech ground floor. This eventually occurred in early April 2019, when the tiled flooring was replaced with a more modern flooring surface which has enhanced the initial appearance.

Additionally, the foyers in both Houses have a small number of modern classrooms. Previously, on rota visits IMB members noted that these classrooms were often unused and remarked that it was unfortunate more activities were not conducted in them. At present, due to continuing maintenance work in the Learning and Skills building, these classrooms are being utilised on a daily basis by both male and female students. For example, in Beech 4 classrooms are currently facilitating employment events, ceramics, art and pottery, “Mugshots” (an in-house printing innovation workshop for posters, T-shirts design, etc.) Similarly, in Cedar the classrooms are being used as an IT suite, for SPAR reviews and for cookery. Whilst assuming that a number of these activities will return to the main Learning and Skills Centre when remedial work is completed, the Board would encourage future innovations based on utilising

these classrooms for alternative use (e.g. drop-in centre, de-escalation room, multi-faith room) on a daily basis.

**Recommendation: On completion of remedial work in the Learning and Skills Centre, the classrooms in both Beech and Cedar Houses are re-purposed for alternative use (e.g. drop-in centre, de-escalation room, multi-faith room) on a daily basis.**

The communal areas of Beech and Cedar Houses are kept reasonably clean but servery areas can still be messy with waste food at times.

At the start of this reporting period, B1 and B3 were closed for a number of months to allow for refurbishment of the cells and association rooms. Over this period “doubling up” was required in Beech (4 cells were doubled up with an extra bunk bed being fitted). The association rooms in B1 and B3 have been enlarged by removing the doors and windows behind their serveries, giving a more open space. Additionally, the fixed metallic tables and chairs have been replaced with colourful, free-standing tables and chairs, there are 4 two-person settees, a TV, X-Box, pool table, table tennis and dart board. B1 is the committal landing and B3 is now an Enhanced landing where lock up is 10pm (as in C5). The cells each now have a small wooden notice board on which students can put personal items (rather than the painted walls) and a compact is signed to that effect. Any graffiti is painted over by the student paint party. The Board welcomes these simple but creative changes. Similar refurbishment is taking place in the association rooms on B2 and B4 at the end of this reporting period.

In last year’s annual report it was recommended that the small enclosed outside area at the end of B2 be converted into a small exercise yard. The Board understands that this was agreed 3 years ago but in the interim nothing happened. This area has now been cleaned and offered to students in Beech on a rotational basis for recreational activities. A basketball hoop has been suggested as an added activity, to allow some extra exercise and fresh air. The Board understands that this area is used primarily in the warmer periods of the year.

**Recommendation: There is the option for practical use of the outside area at the end of B2 all year round.**

At the start of this reporting period last year, work had begun to upgrade the shower/ ablutions areas of Beech and Cedar. The Board is glad to report that all these areas have been refurbished to a high standard. These now include 5 showers, 2 lavatories, 3 sinks, mirrors, retiled white walls with modern fluorescent lighting on each landing. This provides an increase in showering capacity from 22 to 40.



Also, both Houses have washing machine and tumble drying facilities for students' clothes.

### **Hydebank Wood**

Notwithstanding the refurbishment work completed on windows, a seemingly consistent issue mentioned to IMB members on rota visits regarding accommodation in Ash, Beech and Cedar was that of heating - in warmer months cells were very warm and stuffy, especially at night. Board members on rota visits over the summer noted that radiators were still on during the day in some landings. The Board understands this was due to the plant room undergoing an upgrade, and will assess whether this problem continues in the forthcoming year. During the winter, cells were very cold. In addition, hot water was occasionally not available.

**Recommendation: NIPS investigates whether the infrastructure and maintenance for heating and water supply throughout Hydebank are adequate, particularly during holiday periods.**

## **2. ADJUDICATIONS**

Prisoners are given a 'warning' or 'adverse' for less serious issues, although these can affect their PREP [Progressive Regime and Earned Privileges] regime. More serious issues, or an accumulation of adverses, lead to a charge being laid and subsequent adjudication.

During rota visits, students have raised with IMB members concerns about adverses in terms of:

- adverses received being considered unfair or unjustified;
- not understanding reasons for a reduction in PREP regime; and
- inconsistent application.

**Recommendation: NIPS ensures clarity amongst both prisoners and staff about disciplinary processes, their impact on PREP regimes, and appeals processes.**

In Ash House, there were 251 adjudications between 1.4.18 and 31.3.19, involving 79 individuals.

As last year, in Ash the most common 'offences against prison discipline' under Prison Rule 38 (with number and percentage of adjudications relating to each specific 'offence' noted in brackets) were:

- Unauthorised article in her possession (48: 19%)
- Presence of drugs (38: 15%)
- Fights or wrestles with another prisoner or person (31: 12%)
- Uses threatening, abusive or insulting words or behaviour (28: 11%)

- Disobeys an order (26: 10%)

Other offences against prison discipline included:

- Destroys or damages part of the prison or property (15: 6%)
- Refuses to provide a sample (13: 5%)
- Assaults an officer/ staff member (10: 4%)
- Offends against good order and discipline (7: 3%)
- Assaults another person/ prisoner (6: 2%)
- Takes improperly any article belonging to another person/ prison (5: 2%)
- Intentionally obstructs an officer or any other person in the execution of their duty (5: 2%)
- Disobeys any rule or regulation applying to her (4: 2%)
- Attempts to commit, incites or assists another prisoner to commit an offence (4: 2%)
- Endangers health and safety (4: 2%)
- Pierces herself or another person (2: 1%)
- Fails to comply with a condition of temporary release (1: 0.5%)
- Absents herself (1: 0.5%)
- Prepares, manufactures, consumes, inhales or administers to self/ other prisoner any drug or buys, sells, passes or possesses any such item (1: 0.5%)
- Commits any other assault (1: 0.5%)
- Escapes or absconds (1: 0.5%)

According to the *Safety and Support Annual Report 2018* (NIPS, 2019: p7), 70% of female adjudications were non-discretionary.

Of the 251 adjudications, 106 (42%) led to 'guilty' and 15 (6%) to 'not guilty' verdicts; 118 (47%) were withdrawn; 12 (5%) remained adjourned. The primary reason for adjournment of adjudications throughout the year was 'operational reasons' (125/191: 65%). Adjudications were also adjourned because the woman requested legal consultation (59/191: 31%); due to staff unavailability (6/191: 3%), or because a police enquiry was being conducted (1/191: 0.5%)

In Hydebank Wood, there were 834 adjudications involving 170 young men between 1.4.18 and 31.3.19.

Similar to the women, the most common 'offences' for the young men were:

- Unauthorised article in his possession (210: 25%)
- Uses threatening, abusive or insulting words or behaviour (92: 11%)

- Destroys or damages part of the prison or property (87: 10%)
- Fights or wrestles with another prisoner or person (76: 9%)
- Refuses to provide a sample (69: 8%)
- Presence of drugs (65: 8%)

Other offences included:

- Disobeys an order (48: 6%)
- Endangers health and safety (44: 5%)
- Assaults another person/ prisoner (32: 4%)
- Intentionally obstructs an officer or any other person in the execution of their duty (22: 3%)
- Assaults an officer/ staff member (18: 2%)
- Offends against good order and discipline (16: 2%)
- Absents himself (13: 2%)
- Mutinies or commits an act of collective indiscipline (13: 2%)
- Takes improperly any article belonging to another person/ prison (9: 1%)
- Attempts to commit, incites or assists another prisoner to commit an offence (9: 1%)
- Commits an indecent or obscene act (2: 0.2%)
- Prepares, manufactures, consumes, inhales or administers to self/ other prisoner any drug or buys, sells, passes or possesses any such item (2: 0.2%)
- Commits any other assault (2: 0.2%)
- Fails to comply with a condition of temporary release (1: 0.1%)
- Pierces himself (1: 0.1%)
- Presence of alcohol in his body (1: 0.1%)
- Disobeys any rule or regulation applying to him (1: 0.1%)
- Detains any person against his will (1: 0.1%)

According to the *Safety and Support Annual Report 2018* (NIPS, 2019: p7), 69% of adjudications concerning the young males were non-discretionary. Only young men were charged with: mutiny or committing an act of collective indiscipline; committing an indecent or obscene act; or detaining a person against their will.

Of the 834 adjudications, 446 (54%) led to 'guilty' and 51 (6%) to 'not guilty' verdicts, with 310 (37%) withdrawn and 25 (3%) remaining adjourned. The majority of adjournments throughout the year were for 'operational reasons' (445/658: 65%). Other adjournments related to: legal consultation (135/658: 21%), staff unavailability (59/658: 9%), police enquiry (16/658: 2%),

because the prisoner was medically unfit (2/658: 0.3%) or unavailable (1/658: 0.2%).

## **Issues**

For both females and males, the proportion of 'withdrawn' adjudications was significant (47% for females, 37% for young males). The *Safety and Support Annual Report 2018* (NIPS, 2019: p26), states that withdrawal usually occurs because over 3 months has elapsed since the date of the offence and the adjudication, or because the person has been released. Prison Rule 36 states that the governor shall hold an inquiry into any charge that a prisoner has committed an offence against prison discipline, and "first inquire into any charge not later, save in exceptional circumstances, than *the next day* after the laying of the charge" (emphasis added), unless that day is a Saturday, Sunday, public holiday, or day of religious observance for the prisoner. Although the governor may adjourn the inquiry, s/he "must give reasons for doing so" and "any adjournment must not unfairly prejudice the interests of the prisoner". A period of over 3 months between the date of the alleged offence and the adjudication is clearly unacceptable.

**Recommendation: NIPS reviews the adjudication process to ensure that there is a short timescale between the date of an alleged offence against prison discipline and subsequent adjudication, and to reduce the number of 'withdrawn' charges resulting from a period of over 3 months elapsing between the date of the alleged offence and the adjudication.**

Less than half the adjudications (42%) for females and just over half (54%) for young males led to 'guilty' verdicts. This raises questions about the veracity of some charges. A further concern is the impact on prisoners awaiting the outcome of an adjudication as the process may lead to stress and upset as well as affecting the prisoner's PREP 'status' and therefore access to other opportunities or progression.

**Recommendation: NIPS analyses the proportion of 'guilty' verdicts relating to 'discretionary' and 'non-discretionary' offences. If a high proportion of 'discretionary' offences led to 'not guilty' verdicts, NIPS should consider whether the charge of an offence against prison discipline is the most appropriate response.**

Throughout the year, IMB members regularly observed adjudications of women in a small room within Ash House and of young men in the CSU office. They found that adjudications were conducted fairly, following a clear procedure in which the prisoner was given the opportunity to respond throughout. The accounts of staff or other prisoners/ CCTV footage were taken into consideration where appropriate. Prisoners were encouraged to provide an account of the event, including the context in which it occurred and any mitigating circumstances. 'Verdicts' were generally clear and 'awards' - including use of 'suspended' actions in acknowledgement of

mitigating circumstances (particularly in relation to women prisoners) - were proportionate. However, inadequate procedures occasionally affected the adjudication process/ outcomes. For example, an IMB member observed the adjudicating governor recording a 'Not Guilty' verdict in relation to one charge because the Prison Officer's statement did not include sufficient content (about what happened, where, etc.) and 'Withdrawn' in another because there was a difference in the date the Officer stated the charge was laid and the date recorded on the statement.

**Recommendation: NIPS staff provide detailed, factually accurate information in their statements relating to charges being laid.**

As noted last year, the Start 360 Advocacy Team can provide support to a prisoner prior to/ during an adjudication. However, the Advocacy Team have reported that they are often given short notice about forthcoming adjudications.

**Recommendation: NIPS ensures that the Start 360 Advocacy Team receive information about forthcoming adjudications so that they have sufficient time to support prisoners where appropriate.**

### **3. ALCOHOL AND SUBSTANCE ABUSE**

The chronic problems caused by the abuse and misuse of alcohol and other substances within our community are widely reported. That they are over-represented in Hydebank is not a surprise. Each person entering Hydebank is subject to a 'First night questionnaire' and the results show that 93% of males and 60% of females report being a drug user, with 9% of males and 35% of females in withdrawal.

During this year, within the male population there has been a 17% increase in drug testing with a 16% increase in failures. Amongst the women, there has been a 15% decrease in drug testing with a 4% decrease in failures. [These figures do not include the significant number who refuse to take a test, who it is probably reasonable to conclude are using drugs.]

If suspected of being in possession of illicit substances, one of the methods used to indicate this presence is Passive Drug Dogs. Students and women prisoners have expressed a lack of confidence in the reliability of this methodology.

**Recommendation: NIPS conducts an evaluation to assess the outcomes associated with use of Passive Drug Dogs and whether this is an effective method for indicating presence of drugs.**

Regrettably, illicit use of substances within the College remains an ongoing difficulty, due both to drugs being brought in and inappropriate use of prescribed drugs. This misuse has a

significant, and often very concerning, effect on students' behaviour. It requires staff to be vigilant and can add to the stress and strain of their daily routines.

Start 360's AD:EPT continues as the main substance misuse service, with a team of five providing a comprehensive programme of assessment, casework and group work. This skilled and experienced team provides a responsive and evidenced-based service, using best practice in dealing with its client group. Whilst assessment is usually completed within the targeted two weeks, waiting times for individual casework to begin can be up to eight weeks, which is clearly too long.

The AD:EPT service - aimed at education, diversion and harm-reduction - cannot and should not care for those individuals who present in acute withdrawal and whose poor health and degree of dependency renders them unable to respond to the level of service delivered by AD:EPT. Whilst the percentage of the population falling into this category may not be large, it is nevertheless a category that requires immediate and intensive intervention at a clinical level (incorporating the expertise of psychiatry and specialist services).

The AD:EPT team reports good collaborative working with both Healthcare and the Student Development Unit, and the Board is pleased that this service continues to be funded by the South Eastern Trust.

**Recommendations: Funding for AD:EPT continues, with plans put in place to reduce waiting times for individual work.**

**A specialist Clinical Service for those with chronic substance dependency is put in place THIS year.**

#### **4. CATERING AND KITCHENS**

The Hydebank Catering Team continues to deliver a multi-choice menu on a daily basis, including healthy and vegetarian options. These menus are created on a budget of £19.00 a week/ per person and, at present, catering are working within their budget.

Three members of the Catering Team continue to deliver the 'Cook It' programme, teaching young male students life skills which include cooking and budgeting on a small amount of money.

The Catering Team continues to work alongside Belfast Metropolitan College, issuing over 40 certificates over the last year on various courses, including: Level 1 and 2 'Food Safety and Hygiene', Level 1 and 2 'Customer Service', Level 1 'Hospitality'. Gaining these certificates gives the students a better opportunity to gain employment on release and continue the good work they have achieved.

The Cabin continues to grow and is now serving new NIPS recruits attending the Training Unit, staff and students, as well as fulfilling other hospitality requests from inside and outside the establishment. The Cabin continues to hold charity days throughout the year and is now part of the Charity Committee set up within the College.

The NIPS Remembrance Service was the biggest event attended at HBW in the past year and the catering staff managed to supply refreshments to over 700 guests. Hydebank Catering had the honour of supplying hospitality for the visit of HRH Princess Royal for the official opening of the NIPS Memorial Garden on 5<sup>th</sup> September 2018.

As noted in last year's report, Cabin cook Helen Boyce was nominated for the BBC Cook of the Year. On 14<sup>th</sup> June 2018 she travelled to Bristol for the finals. The good news is that Helen came first, winning the prestigious national award for transforming the lives of female prisoners. This brought a lot of positive media attention, not only to Helen but also regarding behind-the-scenes work carried out on a daily basis by the HBW Catering Team.

Due to re-structuring, the Catering Team have one member of staff less than last year, but continue to work to the high standards expected of them.

The main kitchen within Hydebank purchased a multi-cooking appliance in November 2018, giving staff the flexibility to produce goods using only one piece of equipment – powered by electricity, this appliance allows meals to be produced in the event of a gas failure.

The Board considers that the Catering Team continues to work to a high standard and that students have their 5-a-day healthy option. Few official complaints were received by the IMB throughout the past year about food, but informal adverse remarks from students about the quantity and quality of food were common.

**Recommendation: A detailed survey is carried out by NIPS to ascertain levels of satisfaction with catering.**

## **5. CHAPLAINCY**

We are very fortunate in Hydebank Wood to have the services of 5 part-time Chaplains covering all faiths, with Father Stephen McBrearty as Lead Chaplain. Chaplaincy is an integral part of the Prison. The multi-functional role has at its core the spiritual and moral care of residents and all staff, and ensuring that all faiths are respected without prejudice.

Hydebank Wood College and Ash House Women's Prison are distinct, each with its own needs requiring Chaplains' attention and time. The Chaplains are a link to the residents' families and, in many circumstances, can broker healing within very difficult and sometimes tragic life situations.

Equally, the Chaplains may challenge existing systems, and their opinions are often sought when individual resident reviews take place. The Chaplains are greatly respected by the students and staff in Hydebank.

## **6. EDUCATION AND TRAINING**

Education and Training continues to be provided by Belfast Metropolitan College [Belfast Met.].

During the past year the Learning and Skills Centre has been closed for major renovations. This has caused an upheaval, with classes taking place in the classrooms at the base of the 3 Houses.

Over the last few months, NIPS and Belfast Metropolitan College [BMC] have considered better forecasting of staff requirements to ensure that classes are not cancelled - a consistent problem for some time, which led to students being on landings or sent to alternative classes in which they had no interest.

A new timetable commenced on 11 March 2019 to ensure all tutors are used to capacity and a floating support tutor has been available each day to manage any cancelled classes (either using AXIS or by giving taster classes). Discussion with tutors has revealed that they are enthusiastic about the new timetable and have found more interest shown by the students.

A 6-week intensive Literacy course for male students commenced in February 2019; this will enable them to gain a basic award.

BMC is currently in the process of completing a curriculum review. This will include surveys and focus groups with the students. Advice will also be taken from the community about the current job market.

**Recommendation: While commending recent changes, there needs to be a continued focus on scheduling to ensure that classes run or are covered, and that classes offer programmes linked to potential employability.**

In addition, a range of workshops are provided by NIPS instructors for both males and females to increase their capacity for employment on release. The male Gardening classes, where finished products (e.g. hanging baskets, plant pots) are prepared for sale in the College shop, are a credit to the Officers and students. An important part of these classes is the motivational aspect of undertaking work with a positive and realistic outcome. A group of enthusiastic students continues to be involved in the animal husbandry initiative. The numbers of sheep and



goats have expanded and been shown at local agricultural shows, resulting in achievement of prizes.

**Recommendation: There is continued monitoring of outputs in the form of certificates and qualifications achieved by individuals attending educational courses and workshops.**

The 'Headway' landing on C1- a pilot intervention by NIPS and Start 360 introduced in October - has supported young males who find it difficult to engage within the College, helping them to engage with mainstream interventions on a more meaningful level over a 12-week period. Essentially, this involves each student on the programme having a key worker to engage them in practical activities within a structured timetable. The Board is very supportive of this innovation and its continuation.

## **7. EQUALITY AND DIVERSITY**

HBW has an Equality and Diversity policy which requires that all students are treated equally. This policy sets out the legal requirements under Section 75 of the *Northern Ireland Act*. Section 75 requires equality of opportunity between: persons of different religious belief, political opinion, racial groups, age, marital status and sexual orientation; men and women generally; persons with a disability and persons without; and persons with dependents and persons without.

The Equality and Diversity Committee (E&DC) meets on a monthly basis and is chaired by the Deputy Governor. This meeting involves representatives from most departments in HBW. There are also student representatives who attend (e.g. Irish Travellers, Foreign National prisoners, male and female prisoners). They inform the Committee of any issues relating to events on their landings. This should give the students an opportunity to ensure that senior staff members are fully aware of all issues relating to equality and diversity guidelines. This Committee is also attended by a member of the IMB from HBW, an Equality Officer from NIPS headquarters and a Chaplain. The policy assists staff/students and others in situ at Hydebank to comply with the law and follow the same guidance to make certain that equal treatment and opportunities are afforded to all. This promotes and values different cultures and backgrounds. The policy applies to NIPS staff and service providers alike. Problems raised at the meeting are examined and resolved whilst all views are treated with respect and confidentiality.

The Board notes that the most recent CJINI (2016, p29) report stated the strategic management of equality and diversity 'needed further development'. That report identified the following concerns:

- There was inconsistent representation from female students at meetings, with no guidance for their role.
- No external scrutiny or consultation with experienced practitioners.
- No clear statement outlining the terms of reference for the E&D meeting. No recorded discussion about sexual orientation; no recognition of the problems of homophobia; little evidence of a strategic approach to disability, particularly mental health concerns, in partnership with the healthcare department, despite the population having significant problems in this area.

Since 2016, the following improvements have been maintained:

- Statistical reports are circulated prior to the monthly meetings, thus giving more time during the meetings to discuss equality and diversity matters of a strategic nature and to consider real life matters/ student problems.
- Attendance and active participation by student representatives has improved at the monthly meetings. These representatives attend Student Forums prior to the meetings to ascertain details of relevant issues and views from other male and female students so that these may be addressed within the meetings.
- Efforts have been made to improve student understanding of equality and diversity matters by reviewing the content of induction material presented to students on committal to HBW.
- A NIPS document, entitled *Arrangements for transsexual students* (providing draft guidelines and awaiting approval, alteration and recommendations by partner agencies), was presented to the Committee in February 2018. There has been no change in progression of these guidelines.
- The Committee encourages the delivery of a wide range of events throughout the year focused on topics of equality and diversity. For example, a Cultural Awareness Day, Disability Awareness Day and International Women's Day. The Board commends these initiatives, particularly the active participation of students and women prisoners.

**Recommendation: The programme of events focused on promoting equality and diversity continues, is further developed with appropriate staff resources, and evaluated to inform future activity.**

- External scrutiny is encouraged by inviting other relevant agencies to attend the monthly meetings. However, due to time commitments there is reluctance on the part of experienced practitioners to attend.

**Recommendation: Efforts should continue to encourage attendance by, and input from, external practitioners (such as the Equality Commission, the Human Rights Commission and the Rainbow Project) at the monthly Equality and Diversity**

### **Committee meetings.**

- Tablets with translations apps were purchased and located in Reception areas. These are to aid communication on committal of Foreign National students. Plans continue to facilitate use by students in everyday living, in the Library and other Wi-Fi areas.

The Board welcomes the continuing development of the Equality and Diversity Committee.

## **8. HEALTHCARE**

Healthcare at Hydebank Wood is provided by the South Eastern Health and Social Care Trust [the Trust].

### **Staffing**

Rather than separate Primary Healthcare and Mental Health, provision is now defined 'Prison Healthcare' to reflect closer collaboration between these elements. There have been significant changes in Healthcare staff within Hydebank and the service has been re-structured to include more senior posts. The Primary Healthcare and Mental Health teams have become more integrated. Representatives from both attend a daily 'safety brief' to discuss patients of concern and develop an action plan. In recognition that mental health is 'everybody's business', Primary Healthcare staff have received training in 'Safe Talk' and mental health awareness, enabling the Mental Health team to focus on prisoners with serious mental health disorders.

Shortage of nurses across the region is a workforce issue. A number of initiatives have been developed in an attempt to recruit nursing staff to HBW. Practice Education Facilitators have been into HBW to commence the process for student nurse placements within Prison Healthcare, and the Trust have developed an initiative through the Open University for nurse training. To broaden the field of applicants, recent posts have been advertised in local newspapers, on social media, in nursing journals UK-wide, and at recruitment fairs in Dublin and Liverpool.

Healthcare staffing at HBW is not yet at full complement, although most vacancies are covered by agency staff. There is one full time Operational Nurse Manager who coordinates a multidisciplinary team of primary healthcare and mental health nurses, occupational therapists, a physiotherapist, and a speech and language therapist. A consultant psychiatrist and a consultant clinical psychologist offer services to all prisoners in HBW. They are also involved in training of staff and supporting development of management plans for individuals with complex needs.

A Pharmacist has been appointed to work at HBW five days a week. She has introduced a blister pack system to help women in Ash manage their medication. There are plans to introduce medicines administration technicians and pharmacy technicians who will work across

HBW and Maghaberry - ordering medications, preparing prescriptions, maintaining stock control, administering oral medications and in possession medications.

The Dental Service room has been refurbished and is now reported to be fully compliant with de-contamination standards. The dentist works part time (2 days/week) and is on call 9am-5pm.

A number of additional allied health professionals have also been appointed. A specialist physiotherapist will offer clinics relating to respiratory issues (e.g. smoking cessation) and pelvic health for women and men (e.g. continence, prolapse). A speech and language therapist will work full time at HBW as a pilot initiative - if this leads to evidence of need, an application for additional posts will be developed. Given that the reading age of many of the young men in HBW is 7, part of this role will include assessing the information being provided to prisoners (e.g. about prison rules, healthcare, etc.) and improving communication.

### **Issues arising from the 2016 unannounced inspections of Ash House Women's Prison and Hydebank Wood Secure College**

- The 'Voice of Release' Choir has continued to be a successful initiative.
- The process for 'supervised swallow' – now termed 'direct administration' – of medication had been reviewed.
- To reduce risk of bullying and diversion of medication to other prisoners at treatment hatches, a separate seating area has been arranged in Ash (furniture has been ordered for similar areas in Beech and Cedar). The assistance of NIPS staff to supervise this area, which is situated away from the hatch to ensure confidentiality, has been arranged for morning dispensing of medication. The two waiting areas in the Healthcare Centre have also been repainted and refurbished, with new artwork on the walls. The TVs are due to be replaced and up-to-date magazines and health information will be provided.
- Biometrics confirming the identity of prisoners is due to be introduced in each of the House Treatment Rooms. Healthcare staff will receive login details and training in how to use this technology.

### **Specific issues concerning Prison Healthcare at HBW**

The attendance of the Operational Nurse Manager provided an opportunity for IMB members to discuss issues raised with them during rota visits and healthcare-related difficulties being experienced by individuals, and for the Manager to provide updates about staffing and health-related events. However, a Healthcare representative attended only three Board meetings between April 2018 and March 2019.

Issues raised by the Acting Managers when they attended Board meetings included: need to

increase awareness of Optician services; HBW holding a limited stock of medication for weekend committals; plans to review the number of women on prescribed medication and receiving medication under supervision, with the intention of reducing numbers (July); sexual health training for prisoners being provided by the nursing team; nursing staff being allocated to Houses to deal directly with students (November); despite some improvement, Healthcare was still reliant on use of agency staff, and there is just one registered nurse on duty at night (January). It was agreed that prisoners' queries to IMB members about Healthcare-related issues are usually dealt with promptly via direct contact with Healthcare staff (without breaching confidentiality). More specific concerns and/or enquiries will be raised via the PHC generic email to ensure a record of issues raised, although this requires more timely responses in the future as the response to an email about issues raised by the Board in its December meeting was not received until late February and no response was received regarding specific information requested during compilation of this report.

**Recommendation: The Operational Nurse Manager should attend IMB Board meetings monthly. Issues raised in the IMB Annual Report should be discussed with a Senior Manager (AD or Director) from the Trust.**

Specific issues raised about Healthcare during Board meetings concerned: medication for two prisoners (over-medication for one, May 2018; delays for another, July 2018); lack of supervision by NIPS staff at the medical hatch in Ash leading to drugs being passed (September 2018); Healthcare complaints still being handed to the worker concerned (September 2018), although it was stated in November that anyone submitting a complaint is issued with a receipt which enables the complaint to be tracked.

Guidance by the Royal College of GPs on *Safer Prescribing in Prisons* has been updated and was re-issued in January 2019. Managers have affirmed that it will remain policy to reduce or cease provision of medication whenever this is considered to breach these Guidelines, regardless of whether a prisoner has been receiving such medication in the community before they came into HBW. Over-prescription by GPs is an issue in Northern Ireland and Trust managers have stated that it is part of the role of Prison Healthcare to manage prisoners' expectations regarding medication.

**Recommendation: Prison authorities explore with colleagues in Health the impacts of implementation of *Safer Prescribing in Prisons* guidelines.**

A pilot initiative involving Start 360, AD:EPT, NIACRO, Probation and NIPS - 'Elemental Social Prescribing' - is being conducted with women in Ash House as an alternative to use of prescribed medication. However, as noted in last year's IMB Annual Report, prisoners find

changes to their medication distressing – especially in circumstances when they are already upset about being admitted to custody. Last year's report recommended that a review be carried out to assess whether there is a correlation between reduction in medication and incidents leading to prisoners receiving an 'adverse' or being subject to restriction of association under Prison Rule 32. The NIPS *Action Plan* in response to the 2017-2018 IMB Annual Report stated that NIPS, in consultation with SE Trust, planned to conduct a review (NIPS, March 2019, para 19) but there has been no progress on this to date.

**Recommendation: As last year, a review is conducted to assess whether there is a correlation between reduction in medication and incidents leading to prisoners receiving an 'adverse' or being subject to restriction of association under Prison Rule 32.**

In relation to dispensing of medication in the evenings, part of the night nurse's time is currently spent pre-dispensing medication into a clearly labelled envelope for each individual before delivery in each House. Their role is heavily dependent on NIPS staff as three NIPS staff are required to unlock the door of each person being given meds. This process across HBW is usually completed by 11.00-11.30pm. Plans for hatches to be put into every cell door will mean that the night nurse does not have to wait for NIPS staff before dispensing meds. The introduction of pill management systems by the Pharmacist should reduce demand on the night nurse to administer medication. A pharmacy robot has been commissioned which will prepare medication in individual dosages, noting times to be taken, in sealed packages for specific individuals.

Following the introduction last year of a new mental health screening and assessment process on committal, it has been reported that waiting times for mental health provision have decreased. The introduction of administrative support for mental health in HBW has reduced the time spent by mental health nurses on administrative tasks, and the systems used to record referrals are now electronic.

A multi-purpose Healthcare & Well-being Room has finally been established in Cedar House. There has been a 'repurposing' of rooms within the Healthcare Centre, with offices now all located upstairs. A business case has been submitted for re-painting and laying of wipeable floors throughout the Centre and in the Treatment Rooms of each House. Anti-ligature blinds have been fitted in all rooms where prisoners are treated. New IT points have been fitted, there are 'hot desks' available for visiting colleagues (e.g. midwives), and staff lockers.

### **Drug use**

Drug use remains a significant issue at Hydebank, with 83% of male committals and 60% of

female committals disclosing drug use according to the *Safety and Support Annual Report 2018* (NIPS, 2019, p7).

Managers report that responses to drug use are moving towards a GP-led model. The Clinical Director for Prisoner Healthcare has developed a more integrated way of working with AD:EPT as part of an Addiction Service. There are 3 Addiction Nurses across the three prisons: 1 at Magilligan, 2 based in Maghaberry who also cover Hydebank. The Royal College of GPs is providing Level 1 training about substance misuse for all GPs, Addiction Nurses, Primary Healthcare staff, and the AD:EPT team, with Level 2 training for specific GPs to increase the numbers on opiate substitution therapy. The Addiction Team will have access to the 'Social Prescribing' work, the Healthcare and Well-being Room, health promotion work as well as developing individual care plans.

### **Mental health**

The *Safety and Support Annual Report 2018* (NIPS, 2019, p7) noted that 31% of male committals and 55% of female committals disclosed mental health issues.

Managers report that every effort is made to ensure Prison Healthcare staff attend SPAR reviews – the team leader allocates a member of the mental health team to attend SPAR reviews Monday - Friday.

During rota visits, IMB members have encountered individuals with significant mental health issues and it is our view that a dedicated medical facility is required to deal with these individuals in the community.

Managers reported that delay in transfer of prisoners to specialist mental health facilities has been addressed by the Trust administrative team producing a weekly report detailing any prisoners waiting for a Transfer Directional Order [TDO]. If there is a delay, this is escalated by senior managers in Prison Healthcare to the appropriate Trust.

The Board is disappointed that little progress has been made in addressing the recommendation of the 2016 Criminal Justice Inspectorate that alternatives to custody are required for young men at risk and vulnerable women.

**Recommendation: The IMB again reinforces the recommendation of the Criminal Justice Inspectorate that: “The wider criminal justice and healthcare systems need to provide alternatives to custody for young men at risk” (CJINI, 2016a, p15) and “to provide therapeutic alternatives to Ash House for the small number of highly vulnerable women with the most challenging behavior” (CJINI, 2016b, p17).**

### **Health promotion**

Funded by the SE Trust and Public Health Agency, a Health Development Worker for Prisons was appointed in 2018. At Hydebank, a health fair was held during 'Men's Health Week' (June 2018). Following a Service Users Forum in September to co-design health and well-being events throughout the year, these have included: a 'Positive Ageing' workshop with Age NI, which led to production of a booklet (October 2018); 'Take 5 Month', promoting five steps to wellbeing - give, take notice, connect, keep learning, be active - on dates throughout the month (November 2018); a 'Survivors Guide' workshop with women, which led to the creation of a new mental health resource (January 2019); a 'Stress Awareness' session on the Headway landing (February 2019); an 'International Women's Day' event including Tenx9 Storytelling based on the achievements of those involved (March 2019); a 'Mobile Carbon Monoxide Testing' health fair during No Smoking Month (March 2019).

Two interns have been working with Prison Healthcare over the last year (based at Lagan Valley) to help develop accessible, user-friendly information for prisoners. One was involved, in conjunction with the Health Development Worker for Prisons, in the development of a comic strip providing information about Primary Healthcare services. The other worked with a group of young men in Hydebank on development of a short video about sexual health, providing information about symptoms using their language and avoiding use of medical terms.

A 'Health and Wellbeing Steering Group' has been established in each prison. At HBW this includes the SDU Governor and the Safer Custody Senior Officer – NIPS champions for male and female health and wellbeing respectively.

## **Complaints**

As in previous years, a range of issues raised by prisoners with IMB members on rota duty throughout the year and noted in log books concerned Healthcare. The greatest proportion of issues raised by both females and males were Healthcare-related (see Appendix 2).

In Ash House these included:

- perceived deterioration of mental health by the prisoner
- not receiving medication/ medication not being ordered
- wanting dressings to be changed
- receiving incorrect dosage of medication
- controlled medication not being given at prescribed intervals
- not receiving results of blood tests
- not being able to see an Optician
- discontinuation of anti-psychotic medication and lack of response to requests to see a psychiatrist following a period in a Psychiatric Hospital



- needs not being met by Healthcare
- Healthcare complaints not being dealt with confidentially
- not having access to Lemsip or other 'over the counter' medicines
- stoma bags not being ordered or available for use
- mental health problems not being taken seriously by NIPS or nursing staff.

In HBW College (CSU, Beech and Cedar Houses), Healthcare-related issues included:

- mental health issues not being helped by being placed in isolation
- the length of time taken to see a Dentist
- time taken to see a Doctor
- wanting to be transferred to a mental health hospital
- taking a week to sort out medication
- need for additional medication to assist withdrawal from heroin and legal highs
- need for medication
- feeling of being put on the wrong medication.

According to the SE Health and Social Care Trust, only one formal complaint was received during the year 1.4.18 - 31.3.19 regarding Healthcare at Hydebank and this was from Ash House. The number of informal complaints recorded for the year was 17 - 16 from Ash House and 1 from the YOC. Information about the topics of these complaints was not provided.

### **Relationship between Prison Healthcare and NIPS**

Following the piloting of a 'Service User Engagement / Patient Advocacy' Post during 2017-2018, this work has been mainstreamed through a permanent post which was being recruited in March 2019.

Ongoing reform of Prison Healthcare has included new posts and delivery of training. A Peer Support Worker (i.e. someone with experience of mental health services and/or prison) has been appointed for a year, based in Maghaberry. A 'Toward Zero Suicide' approach has been adopted across Northern Ireland. The five Trusts have provided funding to appoint a Towards Zero Suicide Manager and a post in each Trust (with the Co-ordinator based in the Northern Trust). An additional post specifically regarding prisons was due to start in March 2019.

An 'ECHO' Training Hub has been established for all staff – Healthcare, NIPS, and Probation. Located in the NI Hospice premises, this is accessed by each of the three prisons. In every 1.5 hour training session focused on a specific subject, the first half hour is a presentation by an expert, followed by 2 case presentations for the group to discuss and, finally, agreement of actions. This Hub runs once a month. The 9 sessions in year one included: palliative care, blood borne viruses, sexual health, and substance misuse. In year two, the focus was on self-

harm and suicide. This included support available for staff (a mapping of what is available is currently being carried out) and discussion of trauma-informed practice. Year Three is due to start in October 2019 and will focus on Towards Zero Suicide

### **Mental Health of NIPS staff**

'PrisonsWell' - a new employee wellbeing programme designed to meet the health and wellbeing needs of staff across all NIPS business areas - is intended to offer service-wide training, business area-specific initiatives (with a WELL champion appointed in each area), information sessions and access to a range of sources of support.

Healthcare has adopted MAPA [Management of Actual and Potential Aggression] training across the five Trusts. An approach for use in mental health and learning disability settings, the first day of this 5-day course focuses on 'de-escalation'. 6 NIPS officers have received this day's training.

The Trust has provided 'Mental Health First Aid' and 'SafeTalk' training for NIPS staff - raising awareness of mental health issues in relation to prisoners, for staff personally, or in terms of their colleagues.

## **9. LIBRARY**

Unfortunately, with the upheaval in the Learning and Skills Centre, the Library is currently situated in an out-of-the way place and students can only visit in half-hour slots twice a week.

The Librarian continues to do sterling work visiting the landings each day with her 'trolley' but at the moment does not have the range of books available because of lack of space.

## **10. RECEPTION AND INDUCTION**

### **Female Reception**

As noted last year, in addition to the committal process staff in female Reception also carry out other tasks (such as delivery of post/ parcels, transfer of money, exchange of clothes). Their capacity to complete these tasks can be affected by pressure to return to the landing, especially if the house has been placed on 'lockdown' while they are covering Reception. In May 2018 it was reported by the Governor responsible for female regimes that Prison Officer numbers in the house had been increased to ensure that Reception was staffed so that basic tasks could be carried out, and a Prison Officer noted that this had led to an improvement. Senior Officers have been instructed to cover Reception daily so that other tasks can be completed in addition to committals and discharges, although operational restraints mean that there are still times when Reception staff have to be stood down. A number of complaints received by IMB members while on rota duty throughout the year related to: delays in receiving clothing, having no money on their phone card, transfer of money to their accounts, and delays in receipt of post

or post being received externally.

**Recommendation: Female Reception is covered daily, with staff given adequate time to complete the committal process and other basic tasks (such as delivery of post, transfer of money, exchange of clothes).**

### **Female Induction**

The Board notes that there should be a clear, comprehensive, structured process of induction in which female students receive information on all aspects of prison life including that relating to: education, work, remedial care, courses and programmes, level of regime, support available (including the services of the IMB). Females with poor or little English should be offered assistance via translation tablets, the Language Line or the availability of an interpreter.

A new timetable for induction was introduced on 5<sup>th</sup> February 2019. The programme is as follows: First 24 hours covers information on: library, housing rights, church services and a tour of HBW. Next 24 hours cover: landing inductions (modules 1-3) and a module on challenging anti-social behaviours. The following three days cover: gym induction taster, family links, education taster, AD:EPT and Start 360, diagnostic testing and food hygiene, Fire Safety induction, a Cabin visit, Workshop taster, Barnardo's support and Prison Fellowship.

Throughout the first seven days, committal activities available in association periods may include: mathematical darts, book folding, phonics/learning to read, educational board games, driving theory, dermatitis certificate, baking/cooking skills, life skills, OCN qualifications, ceramics, therapeutic interventions and library activities.

Translations tablets continue to be introduced to assist Foreign Nationals or others with language difficulties. Extra assistance is available to women with hearing or reading problems. The Board welcomes these initiatives as they are designed to address the problems in induction experienced by students in the past.

**Recommendation: The female committal landing should be staffed by 2 Officers at all times, to meet the additional needs of those arriving in custody and ensure effective delivery of the induction process.**

In addition to accommodating women who are often upset and anxious (especially if entering custody for the first time), the committal landing is also used to locate women whose association has been restricted under Prison Rule 32. Placed in cells beyond an additional grille towards the end of the landing, when each individual on Rule 32 is on the landing or in the association room during their time 'out of cell', any other women on the landing are locked. On

occasions where there were 2 or 3 women being held under R32, this led to other women on the committal landing being locked for an additional 2 or 3 hours per day, which was unacceptable.

**Recommendation: Women placed on Prison Rule R32 should not be accommodated on the committal landing.**

### **Male Reception**

The male reception area is where students gain their first impressions of Hydebank. The reception area itself is quite large, bright and well maintained. Reception also covers discharges, PSNI interviews, outside hospital appointments, as well as laundry and property inquiries within the College.

Those arriving at Hydebank for the first time are usually a bit nervous and apprehensive, which is to be expected. The Board commends the reception staff for the professional manner in which they reassure and process students.

Committal packs from the Tuck Shop are issued in reception after the student has been processed, prior to them going to the Beech 1 male committal wing. These committal packs are designed to last until the student's personal account has been credited with funds. Funds can now be added electronically from outside (e.g. by parents or partners) using normal banking procedures. This has been working well and few complaints have been received about this process. Overall, the Board considers that male reception is well run and kept to a high standard of décor and cleanliness.

### **Male Induction**

Male induction now takes place on Beech 1 (the committal wing), where students are given information about life in Hydebank, prison rules, education classes available, pastoral care, visits, home leave, medical care, Tuck Shop, gym, etc.

As English is not the first language of most Foreign Nationals, the College now uses Google Tablets, which have proved to be very successful. Interpreters are also used when needed, so the 'Language Line' is now almost defunct. The Board acknowledges the positive steps taken to make sure that Foreign Nationals are processed quickly and treated with equality.

Healthcare are informed of all new committals prior to their arrival at the College and have direct access to their medical records, forthcoming hospital appointments, etc. They carry out a 'snap shot' assessment when a student first arrives, followed by a full medical (normally within 72 hours of committal).

The Board considers that male induction is well run, that guidelines are adhered to, and that induction is completed in a satisfactory manner.

### **Understanding about complaints**

Students in Beech, Cedar and the CSU as well as women in Ash have reported limited understanding about, and confidence in, complaints processes.

**Recommendation: The process for registering a complaint should be clearly outlined during induction. Consideration should be given to an evaluation of the current NIPS complaints process, including: timescales, procedures, level of satisfaction with outcomes.**

## **11. RESETTLEMENT**

“The successful delivery of resettlement in our prisons should be one of the primary goals of our penal system and in order to achieve that aim, the preparation for a prisoner’s release should commence on the first day of their sentence” (CJINI Inspection, May 2018, p5). The inspectors acknowledged and emphasised that the journey to rehabilitation is not an easy one, particularly for those who are reluctant to address their behaviour, and especially for those who enter prison with a myriad of unmet psychological, health, educational, emotional or social needs. It is a sad fact that this can be said for the vast majority who are incarcerated within our prisons, with Hydebank being no exception.

This thematic ‘Resettlement’ inspection appears to have spurred on considerable enhancement within the regime and its practice at Hydebank, with staff from both the Prison Service and Probation Board reporting much improved co-ordination and collaboration within the Student Development Unit. There is an increased emphasis on the individual and a focus upon the set of principles introduced by the Governor, which encourage ‘a whole college approach’. This is greatly assisted and augmented by the valuable input of the voluntary and community sector and the Chaplaincy.

The past year has seen the introduction of the ‘working out’ unit for males within Willow House. This has proved constructive, with 11 young men successfully being released from the unit. Several of the Enhanced students who reside in C5 also ‘work out’ - for example, on the ‘Turnaround’ project at Belfast International Airport. Continuous efforts are made to source new work opportunities and this year has seen developments with MACS (Mulholland After Care Services), Youth Action, Kids Pony Foundation, to name a few. Other initiatives (e.g., the Groundworks supported Community Garden within the estate) provide additional opportunities. However, it is a continuing struggle at times to both obtain and retain employment experiences,

both in terms of encouraging community and civic responsibility and in matching many of the prison population given that a significant number have no qualifications and more than two thirds were unemployed prior to imprisonment. 'In house' employment is encouraging, whether it is in the kitchen, the Cabin, the Tuck Shop, the gardens etc., all of which not only give purpose but should improve employability upon release.

Murray House has continued to be used this year for those women in the last months of their sentence who have been assessed as suitable. Once again, it has rarely had its full complement, with the average number in residence being 2-3. Prison Management appears to work hard to ensure that those women who are eligible for Murray House are transferred. Getting the balance between enabling the opportunity and ensuring suitability is not always easy. Adequate preparation and, importantly, an appropriate (and individually bespoke) level of support when there, is crucial.

**Recommendation: Ensure that Murray House is fully utilised, with adequate preparation and bespoke support for the women accommodated there.**

It must be noted that a very significant percentage of the population of Hydebank are on remand. This renders planning and programming difficult. However, it also means that more concentrated effort can be placed on those for whom there is both time and clarity with regard their release date.

In summary, the focus on resettlement does appear to have been enhanced in the past year, with increased collaboration between all those charged with assisting and supporting those who enter the institution to leave better equipped to succeed in staying out.

## **12. SAFER CUSTODY**

Article 2 of the European Convention on Human Rights imposes on states a positive duty to safeguard life. In a custodial setting this entails placing positive obligations on the detaining authorities to take steps to protect individuals whose lives are known, or should be known, to be at risk. This Article 2 positive obligation to protect life arises whenever the detaining authority knows, or ought to know, of a real and immediate risk to the life of a particular person or group of people. Where there is a threat to the life of someone in the custody of the state there is a heightened responsibility to provide protection, irrespective of whether this arises from a third party (bullying) or the detained person themselves. Additionally, domestic legislation in the form of the 2007 *Corporate Manslaughter and Homicide Act* was to act as a permanent reminder to improve the way 'custody providers' manage and care for individuals placed in their care.

Over the course of this reporting period, there have been no deaths in custody at Hydebank. The Board is aware of occasions when the professional actions of staff from both the NIPS and partner agencies have undoubtedly contributed to the saving of lives of individuals engaged in a serious self-harm or suicide attempt. The Board wishes to acknowledge these actions.

Many reports have highlighted the vulnerable nature of those in custody and there is compelling evidence that the social and psychological profile of those in prison is poorer than that of the general population. With specific relevance to the population at Hydebank, the young males are made up of both remand and sentenced students whose levels of need and vulnerability are high - many are from inner city locations with high crime rates and unemployment. The management of young adults (male and female) is distinct from the older population in the other two prison establishments.

The Board is grateful to the Hydebank Safety and Support team for supplying the following statistical information on committals up to 31st December 2018: almost a third of young male committals disclosed mental health issues and over three quarters of young males disclosed drugs use. Many of the female population enter custody as a result of unmet welfare needs including neglect, abuse and poverty. Also, females experience higher rates of trauma, victimisation, substance abuse and mental health issues than females in society in general. Figures for females revealed that: just over half of female committals disclosed mental health issues and more than half disclosed drugs use.

Over the last number of years, when staff have had a concern about an individual, a 'Supporting Prisoner at Risk' (SPAR) booklet was opened. The premise behind this was that it allowed staff to proactively monitor the individual throughout the day, commenting on their activities and behaviour/ mood every 15 minutes/ 30 minutes/ hour (whatever timing was deemed appropriate). Someone indicating a low mood, and self-harming, were the main causes for concern.

To put the situation at Hydebank into perspective, in their annual report last year our IMB colleagues at Magilligan Prison gave a figure of 85 SPARs for their reporting period, whereas at Hydebank the figure from 1st January – 31st December 2018 was over 350. It should be noted that 14% of the male population at Hydebank had more than one SPAR and accounted for 60% of male SPARs; 8% of females had more than one SPAR and accounted for 60% of female SPARs. Although Hydebank has a low population compared to the other two prison establishments, a much higher proportion are subject to safer custody supervision.

Over the course of this reporting period, whilst the population of males reduced by 4% the proportion on a SPAR stayed roughly the same and SPARS remained open for an average of 5 days. The female population increased by 6% and the proportion of those on a SPAR rose by 19%, with SPARS remaining open for an average of 7 days.

With the creation of a 'Secure College' and an emphasis on off-landing activities, there was an expectation that the number of those requiring safer custody supervision would decrease. However, as last year, there are high numbers disclosing drug use prior to coming into custody. Use of psychoactive substances and non-prescribed medication in the community need to be factored in as reasons for high levels of supervision. Also, the Board understands from mental health sources in Hydebank that there can be a lengthy wait for mental health services in the community and over the last year there has been a decline in the numbers of those committed into Hydebank who have been able to avail of mental health support in their community. In addition, it has been suggested that staff are beginning to recognise issues more readily than they did previously.

Internal statistics suggest that the young males have a SPAR opened on them later in the induction/ committal process than the females, and that females are supervised for longer. A question acknowledged by the Safety and Support Team is whether young males' SPARs are being closed too soon, without getting to the bottom of the underlying issues? A sense of male bravado amongst this age group may be a contributory factor in that young males may have difficulty in admitting their issues on an emotional level.

The females are also confined to the 5 landings of Ash House (of which two are for those on the Enhanced regime and one is for committals). There are few options with regards to moving individuals around, with the result that staff manage issues and friction in-house employing mediation measures.

### **SPAR Process**

Since last September for the females, December for the males, a new approach to suicide and self-harm reduction has been taken NIPS-wide. The rationale behind the new strategy - renamed SPAR Evolution - emphasises the need for a 'whole prison' approach, combined with a targeted 'person-centred' approach for those at high risk of suicide and self-harming.

The Board understands that anyone can raise a concern about an individual. A risk assessment is then carried out and, on a case by case basis, there will be 3 options:



- **NO APPARENT RISK:** Essentially, this involves NIPS staff and Healthcare simply meeting to discuss the case and ascertain the problem. If the issue can be dealt with locally, the situation is noted without any further action.
- **NO APPARENT RISK (WITH REFERRAL):** In this case referrals to partner agencies are made (for example, CRUSE, Start 360, etc.).
- **AT RISK:** In this more serious option, the process is broadly similar to that of the original SPAR process with development of an individual care plan and regular review.

**Recommendation: Appropriate protocols should be followed to ensure confidentiality during discussions about concerns and SPAR reviews, with SPAR booklets completed and retained out of sight of other prisoners.**

Anecdotally, from attendance at Safety and Support meetings, the general consensus is that the 'headline' number of SPARs has lessened (although some months can statistically go up and down) and more Concern Forms are now raised. In the interim, this created "more paperwork" and the temporary replacement booklets were considered "cumbersome". The Board is aware that auditing of the new SPAR process is problematic at the moment due to an on-going issue with software. For the last few months, audits have been done manually, but will be implemented onto prison records when the IT solution is rolled out. The Board understands that the reason for this was revision of documentation. Also, there have been "quality control" issues with temporary booklets, which have been followed up with staff. Once fully operational, this new process will be tablet-based and audit information will be automatically generated in the future. It is understood that IT training on this for staff will occur shortly (May/ June 2019). The Board is interested to see if there is any tangible positive difference with regards to its effectiveness in any future evaluation of the SPAR Evolution process.

Last year's report noted that in some cases there was not enough variation in the times that safety checks were being carried out by night staff. The Board understands this is no longer an issue.

### **Safety and Support Meetings**

Each month there is a Safer Custody Steering Group meeting involving a range of NIPS departments and partner agencies, which the IMB attends. The subject matter covers the most recent statistical safety and support information (e.g. the number of those requiring a SPAR, substance misuse report, Samaritans report, staff training requirements). The Board is impressed with the time and effort that the Safety and Support Governor has contributed to these meetings. This includes the use of pictorial analysis which demonstrates in an easy-to-view format any statistical 'hotspots' or instances worthy of note. The Board understands this

information is forwarded onto residential staff for information. Unfortunately, due to various operational constraints, this Steering Group can be poorly attended - in November and December 2018 only IMB, Samaritans, Chaplaincy and Start 360 representatives attended. It is particularly regrettable that Primary Healthcare, Mental Health and Psychology staff rarely attend this monthly meeting as their knowledgeable contributions would be beneficial. However, the Minutes are circulated to all Group members.

In addition, weekly Safety and Support meetings occur each Thursday afternoon. These centre on specific individuals, both male and female, who are giving cause for concern at that time. A local innovation is the 'Top 10 combined', which focuses on those who have featured heavily in one or more areas: SPARs, Self-Harm, Drugs referrals/ failures and Adjudications. This identifies those who are not currently a cause of concern but have been previously so that they do not go 'off the radar'. From the Board's perspective, valuable interaction and information sharing takes place in these meetings, specifically with Residential staff, Mental Health, Start 360, and Pastoral Support input. However, these too can be poorly attended (there are 16 invited parties), with poor attendance by Primary Healthcare and Psychology.

In last year's report it was recommended that the Safety and Support Team were given every assistance to fulfil their role as they often came under resource pressure and were at times redeployed. The Board welcomes the fact that, currently, an additional officer has joined the team - placing them in a position where they will be able to engage with those in custody in a way they have not previously been able. Staff have been given dedicated roles in the male and female areas, including attending SPAR reviews and supporting staff more generally in an effort to identify and address issues.

### **Staff Training**

The Board understands that all new NIPS recruits receive a measure of mental health awareness training, a specific course on autism and a session on 'SafeTalk' (an accredited course which helps staff identify those who are having thoughts of suicide and the resources they can use to help the individual get through their crisis). All the training is generic as classes include those from the three prison establishments.

**Recommendation: In recognition of the circumstances of those in custody at Hydebank, the Board recommends that bespoke training for NIPS staff at Hydebank is developed in the areas of: dealing with anger, lack of inhibition, lack of empathy (young males) and raising staff awareness about gender-based violence and trafficking (females).**

## **Bullying and Anti-social Behaviour**

Bullying behaviour can take many forms in Hydebank: verbal, non-verbal, physical, extortion or simply rumour-spreading. It may be overt or covert. Experience has shown that young males in the 18-21 age group are prone to more overt physical outbursts and threats. Females, largely but not entirely, employ more covert means of bullying (e.g. not interacting with, or excluding from, a group activity). Throughout the year, bullying or feeling under threat from other prisoners has been reported to IMB members while on rota duty in each House. This is noted, where relevant, at monthly Board meetings with the Governor.

At Hydebank, bullying awareness is part of the induction process. The Board understands that the plan is for the Safety and Support Team to undertake this more fully in the future. A new approach has been formulated to address the issue of bullying and anti-social behaviour. A single anti-bullying policy has replaced what was in effect two initiatives. The CAB (Challenging Anti-Social Behaviour) policy, which was for the females only, has now been amended to include the use of Concern Forms that can be raised by staff without the need for a victim to make a complaint. The CAB approach has been extended throughout the College and replaces the BIR (Bullying Incident Report), which was for the young males. It is envisaged that this new approach will eliminate labelling (e.g. using terms such as “vulnerable”, “victim” and “bully”) as this can put a label on someone being bullied and become a ‘badge of honour’ for the bully. The Board welcomes this new approach.

During July 2018 there were 30 male and 24 female ‘victims’ recorded, which equated to approximately a third of the male and female populations respectively. In March 2019, reported incidents included 11 male victims (in a male population of 88-90) and 16 female victims (in a female population of 65-70). A local initiative to try to deal with this issue is the introduction of Concern Forms, linked to anti-bullying, whereby staff will be able to report if they perceive something is going on without having to wait for someone to report an occurrence (e.g. staff noticing that someone has more or less Tuck than they should, or is wearing someone else’s clothes). Additionally, the installation of CCTV into stairwells and landings has been raised as a deterrent and, if necessary, to capture evidence of bullying.

In last year’s report, the Board recommended the creation of a Restorative Justice scheme as a means of resolving bullying. The Board welcomes the fact that a scheme now exists in Hydebank, with two members of staff facilitating conferences where required in both the male and female estates. Once the conference has been completed, staff check-in with both parties within the next week and a report is submitted with recommendations for the way forward.

The Board welcomes the commencement of a weekly Operational Safety Meeting, which began at the end of last year. This involves staff from various areas and considers current issues around safety (e.g. substance misuse, anti-social behaviour, self-harm etc.), focused on taking steps to address issues over the forthcoming week.

In April 2019, a 'Bullying Awareness' campaign was to be instigated throughout the College in the form of banners, a staff handbook, posters on landings and booklets.

Bullying appears not to be restricted to student and prisoner groups. A number of complaints have been reported to the IMB in relation to bullying by staff and night guards in each House. Some of these have been processed through the official NIPS complaints process and/or legal advice has been sought by the individuals concerned.

**Recommendation: NIPS analyses complaints against staff to assess the severity of this issue. Where necessary, disciplinary action or re-education should be implemented.**

### **Peer Support Schemes**

There is much academic research suggesting that an effective method of reducing incidents of suicide and self-harm at one extreme, alleviating low mood at the other, is the implementation of some sort of 'peer support' scheme (e.g. a 'listening' scheme, a 'buddy' scheme, or an 'insider' scheme). As individuals who are also in custody, those who participate in such schemes are often the first to recognise signs of distress in others. The Board recommended the creation of such a scheme in Hydebank in previous annual reports.

Currently there is an 'Insider' scheme in Ash, which has been in existence for the last year. Essentially, their role is checking if a new committal has any immediate concerns, reassuring, providing basic information about what they might expect from Hydebank and what is expected of them in return (i.e. giving practical, not emotional, support). However, the reality is that there may only be one suitable female resident. Each time this is revisited, a few more females may be added but then the numbers fall away again. The same issue occurs with the young males - it can be difficult to identify who would be the 'right fit' for such a role as many are not mature enough for this sort of responsibility and there is also an issue of longevity as many young males are sentenced for 6 months or less. Currently there is a limited 'buddy' scheme covering the Beech committal landing - an Enhanced student visits and gives basic assistance with, for example, operating the washing machine, tuck sheet completion etc.

Over the course of the year a number of suggestions have been made via the Steering Group (e.g. extending the role of Start 360 staff as they have a relationship with those in custody;

Listeners being brought from Maghaberry; enabling phone contact with Maghaberry Listeners). A more recent innovation is the idea of creating a 'Listeners Room' - the Board understands that this would take the form of a specific room in each House where students can contact the Samaritans, with a 'soft' setting to facilitate privacy and reduce noise. The Board will continue to support Hydebank-specific initiatives.

### **Hydebank-specific Activities**

A number of activities have occurred within the College throughout this reporting period which are relevant to the sphere of safety and support:

- Activity packs were introduced throughout the College as a distraction for whenever someone is finding things difficult, especially during periods of lock-up. These include crayons, activity sheets, crosswords, etc.
- Start 360 introduced 'Tea and Talk' sessions in Ash to bring people together with no pre-determined topic or agenda - simply providing an opportunity to generate discussion. It is hoped to roll these sessions out to the males as well.
- The Voice of Release choir (an initiative driven by a member of the Occupational Therapy staff) encourages the young men and women to participate in singing as a means to improve their mood and decrease stress levels. Practice night is Thursday.
- The Dogs Trust 'Taking the Lead' programme aims to encourage responsible attitudes toward dog welfare and, as a consequence, develop empathy for others. Specifically for those in Hydebank, it is intended to develop an understanding that actions have consequences and to improve young people's interaction and communication skills.

### **The Samaritans**

The Samaritans are one of the partner agencies involved with the Hydebank Steering Group. They visit the College on a Wednesday evening, 17.30-19.00, with 2-3 volunteers. As a result of the relatively low numbers in Hydebank, they can be a valuable resource in the sphere of safer custody. A referral box was installed in each residential unit last year to allow those in custody, as well as staff (with the person's consent), to make referrals to the Samaritans.

The Samaritans reportedly had some difficulty with staffing earlier last year and delays in answering phones. The Board understands this has largely been resolved. At night across the College, a mobile phone and ear piece is an option to contact the Samaritans - with the phone being placed on a holder and the ear piece being put into the cell.

The Board understands that from November 2018 - January 2019, 120 students across the College talked to the Samaritans via weekly visits or 'awareness nights' (usually held every 2-3

months, at which tea coasters, beer mats and arm bands are distributed with the Samaritans phone number and general discussion is facilitated with students). Latterly, the Samaritans have been encouraged to visit the CSU on a more regular basis by the Safety and Support Team.

An interesting suggested innovation is 'texting' the Samaritans due to the contemporary reality that younger age groups (inclusive of those in Hydebank) prefer to use messaging services rather than have a conversation. However, this will be for the future with the introduction of newer in-cell facilities.

### **13. SEGREGATION – CARE AND SUPERVISION UNIT (CSU)**

Segregation continues to be a necessary part of the prison regime - separating those who have transgressed prison rules, or those whose association is restricted to maintain good order and discipline/ to ensure the safety of officers or prisoners/ or in their own interests (under Prison Rule 32).

This past year has seen the six-room Unit (plus one Observation Cell and two dry cells) generally busy, with an average of four students there either under Rule 32 or Cellular Confinement following adjudication. Most remained within the CSU for less than 14 days. However, there has been a small but significant number who have stayed longer. It is crucial that length of time in the CSU continues to be kept under regular review. Establishment of an 'oversight committee' meeting weekly is a welcome development.

An RQIA visit last summer led to a 'deep clean' of the CSU and a review of cleanliness/ infection control procedures. A spot-check by RQIA in December noted a marked improvement.

It was recommended in last year's report that a number of improvements be made to the CSU. In June 2018, it was agreed that the CSU was in need of major refurbishment. Several months later, the decision was taken not to refurbish the existing area but to relocate the CSU to the currently unused Elm House and "to create an environment that will make use of the five senses to address negative and aggressive behaviour". An improved environment, both physical and atmospheric, should have benefits for those segregated and for the staff employed to supervise and care for them until they are deemed able to return to residential landings. This move is welcomed and it is hoped that it will be operational by May, with no further time slippage.

**Recommendation: The Care and Supervision Unit's move to Elm House is completed by the end of May 2019.**

Concerns with regard staffing levels were reported last year and this has improved, with a minimum of two and usually three staff on duty in the CSU during the day. Consistency of personnel has also assisted in continuity of care and supervision for the separated young men, who are generally the most traumatised and distressed within the prison population.

**Recommendation: Staff who are deployed to work within the CSU are trained in trauma-informed practice.**

Segregation for female prisoners remains as it was last year, dealt with within Ash House. As noted in the 'Reception and Induction' section, location on the committal landing of those on R32 is not satisfactory. But it appears to be accepted that, until a bespoke Women's Prison is completed, there is little alternative.

Whilst there has been no change in the segregation regime for females, this past year has seen some improvement in the consistency of staffing in the Care and Supervision Unit and, importantly, a decision to both relocate and revolutionise the culture within the CSU. The Board very much welcomes these changes and applauds the Prison Service for moving this forward.

#### **14. SPORT AND RECREATION**

The semi-rural location of Hydebank makes for a very attractive site. The grounds are well maintained, lawns are neatly cut and there are examples of garden features having been installed by students. The Board has always recommended that optimum use is made whenever possible of these grounds.

Board members continue to be pleased at the amount of use being made of the outdoor sports and recreation facilities, which work well as an antidote to tensions on the landings.

Male and female students continue to make beneficial use of the gym and its facilities, although staffing and scheduling problems resulted in the gym not being available for periods over the summer. The Board understands that it is anticipated each student will be able to attend open gym sessions more often and there will be a weekend timetable to encourage more activities. Gym staff have created a link with the Belfast Community Sports Development Network, which students can access upon release.

**Recommendation: Mindful of the benefits of daily periods of association and exercise, the Board is supportive of any initiative by NIPS to provide additional recreational and exercise facilities solely for the use of women prisoners and specific to their needs.**

## 15. TUCK SHOP

There have been a few changes since our last report in the running of the Tuck Shop. Face-to-face shopping has been extended to now include all in Ash House, Beech 3 and Cedar 5. Late night opening of the Tuck Shop is also a new feature - women on Ash 2 and 5 landings can avail of this on Monday nights between 5-6pm, and males on Cedar 5 from 6.15-6.30pm on Monday nights.

The Tuck Shop continues to be a success. Well used by both male and female students, it provides a wide range of products and caters for the needs of all (including Foreign Nationals). It also offers an extended range of healthy options.

As noted in last year's report, women on Ash 2 and 5 purchase food from a local supermarket in order to prepare their own meals. They each submit a list every week to Tuck Shop staff, who in turn purchase the goods required on the woman's behalf. The individual's account is then charged for the goods purchased.

The Tuck Shop continues to provide an affordable range of goods at fixed prices (the prices are the same in all 3 prison establishments).

The Board considers that the Tuck Shop is well run and meets the needs of both male and female students, with the added bonus of giving the students who work there an insight into how to operate a small business.

## 16. VISITS

The case for maintaining family ties in terms of the support this offers to those in custody reintegrating back into society has already been made. Family and friends can have an important role in the rehabilitation and resettlement processes.

Scheduled visits of one woman to her husband in another prison were cancelled at late notice on a number of occasions. The Governor advised that this was due to a staffing issue originating from the Prisoner Escort and Court Custody Service [PECCS].

**Recommendation: NIPS should ensure that PECCS are fulfilling their responsibilities regarding provision of transport for visits between prisons.**

The location of the Visitors Centre at Hydebank Wood is at the front of the main entrance, which is convenient to the Visitors car park and for collecting/ dropping off purposes.

The current arrangements for a system of unescorted/ free flow visits for the male students appears to be working well. The male students wear a blue lanyard when coming from their House to the Visitors Centre whereupon they will be subject to a search. Those not deemed suitable for unescorted movement are escorted by staff and wear a red lanyard. Again they are



subject to a search at the Visitors Centre by staff. Females from the two Enhanced wings of Ash are unescorted, whilst the remainder are searched in Ash prior to being escorted by staff to the Visitors Centre.

The Board understands that it can be the case that, due to staffing issues, the Officer in the pod where students enter the Visitors Centre from the College has to search, book in and watch the floor. Ideally, this Officer should be assisted by 1 or more colleagues.

The visits area itself provides a pleasant environment and visits are conducted in as relaxed a manner as possible. The current provision of services at Hydebank Visitors Centre, and indeed over all three establishments, is undertaken by People Plus NI. This includes operating a small refreshments trolley with the option of tea/coffee and snacks. The current visiting times are: Monday - closed; Tuesday-Friday afternoon from 2pm, Saturday and Sunday - morning and afternoon visits.

The Visitor Centre offers a small family visiting room at the rear, intended to provide a more relaxed atmosphere for parents to enjoy with their children. This includes various toys plus a TV, tea/coffee facilities and two small settees. This room is child-centred, kept clean and tidy. The Board understands that 2-hour sessions are available Wednesday to Friday afternoons. Hourly sessions are available on Tuesday afternoons while Saturday and Sunday is all day. Available to those who meet criteria relating to drug use and social services checks, those in Hydebank can request this facility via their Student Development Unit [SDU] point of contact.

Additionally, in the main area of the Visitors Centre itself, there is a small children's play area with various activities to entertain small children. Beside the family visiting room is an Enhanced visits room, which has space for up to 3 students and their visitors. Again this room is neat and tidy.

Over the course of the last reporting period the fixed tables and chairs previously within the Visitors Centre have been replaced by heavy free standing, smaller multi-coloured tables and chairs (approximately 3 chairs and a small table per student group visit), giving a more modern feel. Board members on rota visits have heard comments from students about this new furniture being uncomfortable but this must be balanced with the fact that it can also reduce the opportunity to exchange unauthorised articles.

The walls and general décor in the Visitors Centre is much brighter than previously. Recent refurbishment welcomed by the Board has included a wall-mounted TV at one end, frosted glass in the closed visits rooms, and the provision of extra office space for NIACRO.

The Board understands that it is the intention to have a Family Officer accessible during visit sessions. Hydebank's recent *Challenge and Inspire* policy includes the provision for "Family Engagement". This Officer will provide support and guidance to family/ friends and can also direct people to additional support through outside agencies.

Also welcomed by the Board is the concept of 'embedding' the Family induction visit as part of the College routine as it gives opportunities to discuss specific issues with attending family members. A recent example took place in late March 2019, centred on the Visitors Centre 'Family Fun Day'. This brought together NIPS staff plus NIACRO, Barnardo's, Cruse, AD:EPT, Start 360. A buffet lunch was served by People Plus and families were taken on a brief escorted tour of the College. The Board understands it is the intention to hold such events every 3-6 months.

It is understood that People Plus hosted a number of children's parties in the main visits area over the year (e.g. Easter, Halloween and Christmas). In December a string quartet played in the Centre as entertainment prior to Christmas. Light refreshments and entertainment were available in addition to the normal allocated visits.

Away from the Visitors Centre itself, there is the option of 'Caravan visits' for females. This facility behind Ash House is an additional opportunity for women to spend time with children or grandchildren - cooking lunch, watching TV, etc., in an unsupervised environment. Again, this is available for those who meet specific criteria.

The College has a cafe called The Cabin, which is used by both staff and students. Female students can progress to working in The Cabin after working in the College kitchen. As a reward for their work in the kitchen, students who are on Enhanced regime are permitted a Cabin visit at the weekend, on a monthly basis. The Cabin visits are in addition to normal visits and visitors can have lunch with the student for a nominal cost.

At the end of this reporting period a Visitors Forum had its first get-together in the Visitors Centre and several families participated. People Plus and NIACRO promoted and facilitated this event. The idea is to encourage families to support one another by sharing experiences and developing a network of support. It is understood that participants exchanged contact details with a view to sharing transport, and that some suggestions were made about possible changes to enhance their visiting experience. It is hoped that this can become a more regular occurrence, tentatively scheduled at midday every Thursday. The Board commends this innovative event.

## **APPENDIX 1: FACT SHEETS RE ACCOMMODATION**

### **FEMALE ACCOMMODATION: Ash House**

Ash House is a stand-alone residential unit (housing 68 females at 19 March 2019) within Hydebank Wood Secure College, adjacent to the young men's accommodation.

Ash House has five self-contained landings, each with a servery and association area.

Every room in Ash 1-4 has a hand sink with hot and cold water, together with a toilet.

Ash 1 is used as a first night centre for committals and for induction purposes. Generally women are transferred to another landing after induction is completed. It has a small de-escalation room located off the association room.

Ash 2 houses Enhanced students.

Ash 3 and 4 house students on all three regimes: Basic, Standard and Enhanced.

Ash 5 houses Enhanced students.

Thus Ash 3 and 4 are 'feeder' landings for students to progress to Ash 2, 5 and Murray House.

Two observation rooms are located on Ash 1 and one on each of Ash 2 and 3.

A room adapted for disability features is available on Ash 2 and there is a Mother and Baby room on Ash 4.

Shower and bath facilities are located on each floor.

The ground floor includes a hairdressing classroom, a communal seating area, a training kitchen, a multi faith room, a drop-in centre, a medical room and an adjudication room together with laundry and store rooms.

### **Murray House**

Murray House is a six-bedroom unit for females nearing the end of their sentence. It houses those requiring little supervision who are working in the community.

## **MALE ACCOMMODATION**

Hydebank Wood was opened as a category 'C' Young Offenders Centre in 1979. In November 2012, the establishment stopped holding male juvenile offenders between the ages of 16 and 17. From May 2016, it was given 'Secure College' status, holding sentenced and remand young men aged 18-21.

There are four residential units for young men. Two, Beech and Cedar, are being used in full. Part of Willow has been re- opened as a 'working out' unit. Elm is not currently used but there are plans for this to become a new CSU.

**Beech** has four landings providing 64 cells.

Each room in Beech 1-4 has a hand sink with hot and cold water together with a toilet.

Beech 1 is used as the committal landing for young men. Generally students are transferred to another landing after induction is completed.

Beech 3 is used for Enhanced students.

Beech 2 and 4 are used for students on all three regimes: Basic, Standard and Enhanced.

**Cedar** has five landings, providing 74 cells.

Cedar 1 is used to deliver the 'Headway' programme.

Cedar 2 holds young men vulnerable for various reasons, including the nature of their offence.

Cedar 3 and 4 are used for students on all three regimes: Basic, Standard and Enhanced.

Cedar 5 is a low supervision landing for Enhanced students.

Shower facilities are located on each floor.

The ground floors of Beech and Cedar include classrooms and medical rooms.

**Willow** landing is a 'Working Out' Unit for Enhanced students who are working outside the establishment.

## **APPENDIX 2: COMPLAINTS/ ISSUES RAISED WITH IMB MEMBERS DURING ROTA VISITS**

Complaints or issues raised with IMB members while they are on rota duty are recorded in log books during each visit to Hydebank. With the prisoner's permission, these are followed up through discussion or email with relevant personnel (e.g. on the landing, in Healthcare, in the Student Development Unit, or specific Governors). Significant, recurring, or unresolved issues are raised with Healthcare and/or the Governor at monthly Board meetings.

During the year 1.4.18 – 31.3.19, the four issues most frequently raised by women in Ash concerned:

- Healthcare (physical and mental health, social care)
- Bullying/ assault by other prisoners
- Contact with family and friends (letters, visits, phone calls, skype)
- Purposeful activity (education, work, library, gym, time out of cell)

The four issues most frequently raised by young men in Hydebank related to:

- Healthcare (physical and mental health, social care)
- Accommodation (laundry, clothing, showers, heating, cells)
- Discipline (adverses, adjudications, change of PREPS regime, Control & Restraint)
- Bullying/ assault by staff, including NIPS officers and night guards.

## HYDEBANK WOOD COLLEGE & WOMEN'S PRISON BOARD MEMBERS

1 APRIL 2018 - 31 MARCH 2019

IMB Member	Status	Appointed	Retired / Resigned
Hazel Patton	Chair	31/07/13	~
Ann Adams	Vice Chair	10/06/13	~
Clive Smyth	Member	20/05/13	~
Deena Haydon	Member	01/04/16	~
Yvonne Adair	Member	01/04/16	~
Brian Doherty	Member	26/06/10	31/03/19