
STATES OF JERSEY



H.M. PRISON LA MOYE: PERFORMANCE IMPROVEMENT PLAN

Presented to the States on 28th July 2011
by the Minister for Home Affairs

STATES GREFFE

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REPORT

1. Introduction

Following a comprehensive inspection of the Prison in 2005, one of the key recommendations made by H.M. Chief Inspector of Prisons was that La Moye should create a Performance Improvement Plan (PIP). This was to address the shortcomings highlighted during the inspection, many of which had been identified in a similar report from 2001, with no obvious progress.

The Chief Inspector concluded that –

“Few of the recommendations in our previous report in 2001 had been actioned four years later. As a consequence, the safety and security of prisoners and staff, and the likelihood of prisoners’ rehabilitation, were compromised”.

The recommendation to create a PIP was accepted, albeit work on this did not commence until 2007. The Prison Governor and his senior management team compiled a comprehensive action plan and the cost of delivery was estimated at £800k. However, it was also recognised that the Prison had been significantly under-resourced for a number of years and, as appropriate staffing levels were inextricably linked to successful delivery, the estimated full budgetary requirement for 2008 (based on 2007 pay rates and a 40 hour working week) was £10.6 million. This represented an increase of £2.3 million on the 2007 Budget. The actual Budget allocation for 2008 was £9.27 million. The Prison benefited from further increases each year and the Budget for 2011 is £10.76 million.

2. Methodology

The following Vision Statement was produced –

“To pursue excellence in the delivery of custodial services”.

The Governor submitted a bid for the additional funding required to deliver the PIP.

Assistance in constructing the PIP was provided by representatives from the Efficiency and Consultancy Group in HMPS.

A Senior Unit Manager was appointed to oversee delivery.

Multi-functional project teams were created to develop ‘action plans’ and the Governor prioritised the most urgent and high-profile business needs of the establishment.

The Key Recommendations from the 2005 Inspection were prioritised and brigaded under the following 10 objectives. To put the following in place –

- effective first night and induction processes;
- a violence reduction strategy, and systems, procedures and staff training to deal with bullying;
- procedures for identifying and supporting vulnerable prisoners in appropriate locations;
- refurbishment of the accommodation for women, and specific policies and practices to meet their needs;
- effective child protection measures, while children remain at (or visit) La Moye;
- systems to record prisoners' ethnicity, monitor access to regime facilities by race and ethnicity, identify and meet the needs of black and minority ethnic and foreign national prisoners;
- facilities for religious observance that meet statutory requirements;
- a review of security, and the implementation of effective procedures and management systems;
- the introduction of more education and skills training;
- a resettlement needs analysis, followed by the implementation of an effective resettlement strategy, supported by a committee and led by a manager.

3. Summary of progress

163 key recommendations were made in the 2005 HMCIP Report and of these, only 10 remain outstanding. Five weren't accepted, 2 (related to prisoner visits and facilities for children) will be addressed by the introduction of a new visit room currently under construction (scheduled for completion in June 2012) and the others are in the process of being addressed.

Appendix A lists each of the recommendations and the Prison's responses.

Appendix B details the recommendations not or only partly achieved.

4. Other areas of progress and future plans

4.1. Job Descriptions and Staff Appraisal Scheme

Most of the uniformed staff and many other civilian grades did not have an appropriate or up-to-date Job Description prior to 2007. Extensive work was carried out to ensure that all grades had Job Descriptions by the end of 2007 and the Staff Appraisal Scheme (PRA) process was reviewed and reintroduced. Job Descriptions were essential to underpin the revised PRA process.

4.2. Staff Care and Welfare Team

Previous attempts to launch an effective Staff Care and Welfare Team prior to 2007 seem to have failed. In 2007 the process was reviewed and re-launched; it is currently performing well, serves an important purpose and is a useful avenue for staff support and advice if there are work or private matters that are not considered to be within the remit of line management.

4.3. Safer cell windows/safer cells

There were no 'safer cells' or 'safer cell windows' (windows and cells without ligature points) in the Prison prior to 2008. An extensive programme of refurbishment and new build has included safer cell windows as part of the routine specification for prisoner accommodation and all cells now have them fitted. Designated cells also have CCTV support for staff observation and specially designed internal fixtures to make them safer than standard Prison cells.

4.4. Staffing levels and recruitment

Staffing levels in October 2006 were recorded at 130 across all grades. In 2007 this increased to 142, and by 2008 the approved full-time equivalent (FTE) complement was increased to 173, albeit many positions were left vacant. La Moye benefited from significant investment over more recent years, and by the end of 2009 the FTE has risen to 176 with only 8 positions being vacant. On 1st April 2010 the shortfall reduced further to 2 Prison Officers, one Vocational Instructor, one Drugs Counsellor and 2 Administration Support Staff.

4.5. Reduction in the hours worked in the working week for Prison Officers

As part of the 2008 pay settlement, the working week for Prison Officers and Operational Support Grades was reduced from 40 to a net 37 hours. This introduced paid meal breaks so the staff are required to remain on site (and are paid) for 40 hours, but they can only be operationally deployed for 37 hours.

This required new attendance patterns to be produced and agreed with the Trade Union Side. This presented the opportunity to move to more efficient working practices and they have now been operating very successfully since 1st June 2009.

4.6. Devolution of Budgets to Functional Heads

Budgetary management and control had been the sole responsibility of the Governor, assisted by the Finance Manager. In 2009, a delegated budget management structure was put in place. Functional Heads received training in budget management to enable them to take accountability for their own functional areas. The Budget-holders now attend monthly meetings to review progress and monitor expenditure. This has encouraged greater awareness on how the Prison spends its allocated Budget and also encouraged managers to take a more strategic view of the Business Planning Process.

4.7. Business Continuity/Risk Management

A Business Risk Management Register has been produced in 2007 and subsequently reviewed and refined so that by the spring of 2008 risks were identified and prioritised. These risks are now a standing agenda item on the Senior Management Team's monthly meeting and they now have an action plan for risk mitigation that are reviewed quarterly to ensure that they are being effectively managed and that any additional risks that may emerge are identified and placed on the register.

4.8. Prison Standards, Internal Audits and Performance Monitoring

Forty-seven Prison Service Standards were identified in 2008 and approved for introduction in December 2009 to coincide with the new appraisals for 2010. All Functional Heads have some accountability/responsibility to ensure that Standard Baselines for their areas have been risk-assessed and weighted (scored for impact of non-achievement) in readiness for a programme of internal audit to commence later in the year.

4.9. Creation of the Quality Improvement Group

The Quality Improvement Group will become the vehicle to co-ordinate and monitor audit performance within the Prison and it will also replace the Performance Improvement Plan as a forum for identifying gaps in standards and improvement initiatives that ought to be progressed further by the Prison Management Board.

4.10. Creation of Prison Business Plan

The objectives and targets for the Prison Service are encapsulated in Home Affairs Business Plan, but nevertheless, the Prison is seeking to develop its own Plan to provide strategic direction over a 3 year period.

5. Conclusion and Governor's Comments

H.M. Prison La Moye is now a very different establishment to that visited by HMCIP in 2005. The older cellular accommodation was in very poor state and lacked integral sanitation facilities, which is now regarded as a basic human right. The opening of the new accommodation in December 2009 and the adjacent gymnasium/activity-building served to address many of the recommendations made by HMCIP, not least those that caused greatest concern.

Many of the failings identified were attributed to lack of resources rather than lack of motivation or poor management practice, albeit there was most certainly scope for improvement in the latter.

The increased resources made available to the Prison and the introduction of a series of experienced personnel from UK Prison Services has facilitated dramatic change in a relatively short timescale. La Moye now has policies and procedures in place that compare very favourably with what one might find in other, progressive penal systems across the world.

While many of the buildings are still in need of replacement, a long-term Development Plan has been produced to systematically rebuild the Prison on the existing site and ensure that it will become fit for purpose and remain so for the next 50 years and beyond. While the States of Jersey has to prioritise funding in these difficult economic times, it has to be hoped that ongoing development of the Prison will not be abandoned.

The Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment recently visited the Prison, spending almost 2 days examining our policies and procedures, observing activities and interviewing prisoners. The members received no complaints or allegations of ill-treatment, but perhaps more significantly, they commented very positively on the general atmosphere, staff/prisoner relationships and on some of our policies and procedures. They would not have been able to report so positively had they visited prior to the move to the new accommodation in December 2009.

The Committee expressed the view that it hoped the investment in creating an acceptable prisoner regime and addressing offending behaviour would not suffer as a consequence of the Comprehensive Spending Review. Delivering 10% savings can't be achieved without impacting on the Prison regime. However, the initiatives proposed by the Prison Governor and approved by the Minister for Home Affairs have been designed to minimise change from a prisoner's perspective. The savings are to be delivered by restructuring staff roles and processes to make more efficient use of staff and to reduce resource requirements by bringing about a reduction in the size of the prisoner population.

APPENDIX A

Recommendations [®] and Prison Responses

[®] There should be an effective reception, first night induction and discharge process.

A full induction package is available and it includes First Night Assessment and a full Induction Programme that lasts between 5–10 days. The process has been introduced, but the area identified as a potential First Night/Induction Unit has not been opened because of other competing operational demands and the view held by Prison management that to do so would show little beneficial return for high-resource investment. The Induction takes place in the accommodation Wing to which the prisoner is admitted, e.g. H for females, K3 for young offenders, K1+2 for adult males.

[®] Limited information available for new receptions regarding the regime, Prison and States policy, that all have an impact on those in custody at La Moye. No information regarding facilities or opportunities; too easy to be located on the Vulnerable Prisoner Unit on Reception. (Source: Staff/Prisoner Consultation Forums findings, May 2005)

An Induction booklet is now available in English, Portuguese and Polish. This provides information on the Prison routine and regime with opportunities to reduce offending behaviour through education, offending behaviour programmes and/or vocational courses/qualifications. There is also a Prison DVD that is nearing completion and this will be transmitted on a television ‘loop’ within the Reception holding area. It is no longer acceptable for prisoners to opt for the Vulnerable Prisoner Units without a full needs assessment being performed by Reception staff and subsequent referral to a Senior Manager.

[®] There should be a violence reduction strategy, and systems, procedures and staff training to deal with bullying.

A Safer Custody Committee was established in 2007 and this group produced the Violence Reduction and Anti-Bullying Strategy and Self-harm/Suicide Prevention Policy. The Anti-Bullying Strategy identifies the measures to be taken where bullying is identified, and all incidents and suspected incidents of bullying are investigated by the establishment Safer Custody Officer (SCO). The Committee meet bi-monthly and all information and intelligence is co-ordinated and analysed through the SCO.

[®] The converted accommodation in the old reception is unfit for purpose and should be refurbished or closed. A cell call system should be installed there as a matter of urgency.

This area was closed down shortly after H.M. Chief Inspector’s visit and hasn’t been occupied since.

® Adult men, women and children should be transported separately to and from La Moye and the courts.

Transport is the responsibility of the States of Jersey Police. Due to the relatively short distances involved and as Police vans have cellular cubicles, the ability to interact with individual prisoners is minimal and this proposal has been rejected.

® The Procedures for identifying and supporting vulnerable prisoners in appropriate locations must be improved.

It is no longer acceptable for prisoners to opt for the vulnerable prisoner units without a full needs assessment being performed by Reception staff on their arrival in the Prison and subsequent referral to a Senior Manager. The creation of the Safer Custody Strategy and Anti-Bullying/Violence Reduction Policies clearly shows how vulnerable or potentially vulnerable prisoners are identified and supported where this is necessary, including the bi-monthly Safer Custody Meeting where cases are reviewed. There are also ad-hoc case conferences convened when new receptions or existing prisoners have been identified as being vulnerable, through mental or physical health issues or because of the crime they have committed, and recorded action plans are put into place to manage and supervise the individual(s) more effectively.

® Refurbishment of the accommodation for women, and specific policies and practices to meet their needs.

The female population was relocated to newer accommodation in December 2006. This accommodation provides 'in-cell' en-suite facilities and is considered to be the best available accommodation in the establishment. A Wing-specific routine is provided; there are also variations of how Prison policies on Incentives and Earned Privileges (IEP) and the Facilities List are applied.

® Effective child protection measures should be in place while children remain at La Moye.

Public and Child Protection Policies were introduced early in 2007, and the Child and Public Protection Committee was created to ensure that the Prison complied with all child and public protection matters. The Committee reviews individual cases of concern and there are also ad-hoc case conferences convened when new receptions or existing prisoners/children have been identified as being vulnerable; action plans are put into place to manage and supervise the individual(s) more effectively and there is a training plan in place for staff that includes mandatory training for them in child and public protection matters. A Public and Child Protection post was established in September 2007 and is currently filled by a uniformed officer who acts in liaison with the Prison SCO, the Police, Probation, Children's Services and other external agencies.

® Systems to record prisoners' ethnicity, monitor access to regime facilities by race and ethnicity, identify and meet the needs of black and minority ethnic and foreign national prisoners are in place.

The Prison Activities and Employment Board was created in 2008, and ethnic monitoring on regime activities to meet the needs of our foreign national prisoners is in place. This is further supplemented by data provided on our Programmes and Intervention Committee, Release On Temporary Licence (ROTL) panel and Safer Custody and Resettlement Committees.

® Faith and religious activity

- **The Prison should employ appropriately qualified chaplain(s) to undertake the statutory duties outlined in Prison (Jersey) Rules.**
- **Religious services should take place in a chapel or in a room dedicated for spiritual worship, and should be accessible to all prisoners weekly.**
- **Services should be available to prisoners from non-Christian faiths.**
- **Enhanced-level women prisoners should have equal access to Communicare family visits.**

A part-time Prison Chaplain was recruited in 2007 and has since has been replaced by a Chaplain with previous prison experience in the England and Wales Prison Service. Two further part-time Chaplains have been appointed. The Prison Chapel has been refurbished and re-dedicated to provide religious services, and all religious denominations are now able to access services according to their faith.

Family visits at 'Communicare' were stopped in 2006 because of increasing security breaches by prisoners.

® A review of security and the implementation of effective procedures and management systems are required.

- **There should be a security committee that holds monthly, minuted meetings.**
- **There should be a full review of all work related to security, as a priority, to ensure that it is adequately resourced.**
- **All information submitted on security information reports (SIRs) should be analysed, and a senior manager should record the follow-up action required. Any intelligence identified should be used proactively, and staff submitting SIRs should receive acknowledgement.**

- **Scheduled quarterly searches and target searches of cells should always be carried out.**
- **Tools should be held on shadow boards in secure cabinets and only issued by staff through a tally system. Tools should be returned and accounted for before prisoners leave the area.**
- **All potential weapons and escape equipment should be removed from the Prison or stored securely, as a matter of priority.**
- **Contingency plans should be tested regularly through the 'desktop' method.**
- **A comprehensive list of the Prison Rules should be drawn up and publicised in all residential Wings.**

A review of the Security Department, including procedures and management systems, has been performed and the Security Committee meets on a monthly basis, with minutes of the meetings being recorded for audit purposes. All security activities have been reviewed; processes relating to SIR submissions, cell and area searching, tool security and tool marking have been reviewed and amended in recognition of HMCIP recommendations.

Prison Rules were revised and published in 2007 and copies are available for prisoner perusal/reference in the Prison Library.

Contingency plans are currently being updated, but the Prison has been unable to perform contingency planning exercises at this stage.

® The introduction of more education and skills-training for prisoners is required.

There has been significant investment in this area. A Resettlement and Prisoner Needs Analysis was performed in 2006 and this resulted in the recruitment of a Head of Learning and Skills. This was followed by the addition of several full-time and part-time teaching staff and Vocational Training Instructors. Learning is now delivered from a Learning, Education and Skills Centre and also in situ on residential accommodation. An effective and well-used Prison Library is also in place. Learning is designed to provide a core programme of accredited basic and key skills, and a range of personal development programmes designed to enhance life skills and in so doing reduce offending behaviour and aid rehabilitation. Skills-training is designed to meet the skill needs of Jersey.

® Resettlement was not a familiar concept in the Prison. A resettlement needs analysis, followed by the implementation of an effective resettlement strategy, supported by a committee and led by a senior manager is required. The needs analysis should be used to determine offending behaviour programme work, and the prison-based psychologist should establish formal links with the Prison

Service Offending Behaviour Programme Unit (England and Wales) for advice on how to develop this work.

- **A senior manager should be appointed with responsibility for resettlement.**
- **A resettlement policy should be produced and a resettlement policy committee convened.**
- **A manager should be allocated lead responsibility for introducing a standard system of sentence planning for all prisoners, and should prepare plans to ensure that the new sentence planning staff can carry out their duties effectively. The system should be compatible with that used by the Probation Service.**
- **The arrangements for sentence planning were inconsistent and erratic.**

The Resettlement Needs Analysis performed in 2006 resulted in the creation of the Resettlement and Sentence Management Unit (RSMU) the following year. Two full-time, dedicated Sentence Management Officers were appointed, and within 6 months all prisoners serving over 6 months had a Sentence Plan, and this plan gave specific targets and goals that they were expected to achieve with Prison staff assistance prior to their release. Resettlement issues covering employment, housing, full-time training and education, money management, healthcare and family re-integration are fully discussed with prisoners and their community Probation Officer. A resettlement policy was created and a Committee convened monthly and chaired by a Senior Manager. Prison and Probation Services have separate IT systems, though access to both is shared by selected staff. A project to introduce joint IT service provision for sentence management (Prison/Probation) concluded that there is a necessity to progress this, and a shared system is expected to be introduced in late 2010 or early 2011.

There is also the 'Market Place', that was established in the summer of 2007 to attract other 'resettlement' agencies into the Prison to give all prisoners nearing the end of their sentence an opportunity to get further assistance in accommodation, employment, welfare and general advice. Agencies that have attended to date include –

*Workwise and Careers
Housing
Grace Trust
Roseneath
The Shelter
Citizen's Advice Bureau
Community Banking*

The 'Market Place' has proved extremely popular and continues on a bi-monthly basis.

A Needs Analysis on Offending Behaviour Programmes was also performed, and although several intervention programmes were identified as being 'fit for purpose', funding restrictions prevented the Prison achieving the full range of interventions that

were desired and discussed with the Offending Behaviour Programme Unit (England and Wales). Nonetheless, the Prison did manage to deliver several Aggression Control Training (ACT) courses in 2008/09 and continues to provide the 'Alcohol Study Group' course; several prisoners were also sent to the England and Wales Prison Service to receive Offending Behaviour treatment for offences of a sexual nature. Plans for 'outsourcing' programme interventions are being explored.

In 2005 there was just one Drugs Counsellor to deal with over 70% of prisoners that had committed drug-related offences. The resettlement analysis recommended that additional resources be found to address the needs of the Prison population, and 2 additional Drug Counsellors were recruited in August 2008, and the Drug and Alcohol Prison Service (DAPS) Team was established. This enabled improvements to individual counselling, group programme interventions, work with foreign nationals and engagement with prisoners' families at the Prison and/or in the community.

® New night unlocking arrangements should be introduced immediately to ensure that an officer unlocking a cell does not carry other keys. The remaining keys should be held in a place where no prisoner has immediate access.

A review of the night unlock procedures was performed immediately, and new arrangements introduced that ensure officers unlocking a cell door do not carry other keys and remaining keys are not held anywhere where prisoners would have access. Since moving to new cellular accommodation with integral sanitation facilities, unlocking a cell at night is a very rare event.

® All cells should be fitted with integral sanitation.

An extensive programme of refurbishment and building works has been performed at considerable public expense. This has resulted in new cellular accommodation becoming available at the end of 2009, and now all prisoner cells at La Moye are fitted with integral sanitation.

® Self-Harm and Suicide:

- **Residential managers should be responsible for managing prisoners considered to be at risk of suicide and self-harm and residential staff should attend all self-harm monitoring case reviews.**
- **Residential managers should regularly attend suicide prevention committee meetings.**
- **The suicide prevention committee should examine the correlation of bullying and self-harm each month.**
- **An anti-bullying coordinator should attend all suicide prevention committee meetings.**

- **Prisoners considered at risk of self-harm should not be managed in strip-conditions.**

A Safer Custody Committee was established in 2007 and this group produced and is responsible for the Violence Reduction and Anti-Bullying and Self-harm/Suicide Prevention Policies and their accompanying Committees. The Safer Custody Committee met monthly until earlier this year, when it was decided that bi-monthly meetings would be more appropriate in terms of efficiency and effectiveness. Ad-hoc meetings are held when the need arises. Within the Suicide Prevention Policy it is made clear that residential managers at Senior Officer and Unit Manager level have responsibility for the management of prisoners in crisis in their care and they do attend case reviews and Committee meetings or send a residential representative in their absence.

The Violence Reduction meeting is held immediately after the Suicide Prevention Meeting and discusses those cases where there may be some correlation between an act of bullying and self-harm ideation. All incidents and suspected bullying are investigated by the establishment Safer Custody Officer (SCO). The Committee meet bi-monthly and all information and intelligence is co-ordinated and analysed through the SCO.

The SCO coordinates the Suicide Prevention Committee agenda and presents statistics and cases for discussion at the meeting.

On those occasions where a prisoner must be separated from other prisoners for their own safety or the safety of others, a full assessment is made by the Prison doctor or nursing staff, the Prison psychologist and a multi-disciplinary case conference is held to develop an individual management/care plan. Prisoners in crisis are not routinely managed in 'strip conditions'.

® Race Relations and Foreign National Prisoners

- **The Prison should set up a race relations/diversity committee to champion work on race relations and diversity.**
- **A race relations liaison/diversity officer should be appointed to carry forward the work.**
- **A programme of training on race relations and diversity should be organised for all Prison staff.**
- **The ethnicity and racial origins of all prisoners should be recorded in reception when they arrive.**
- **The Prison should produce a policy for dealing with foreign nationals and appoint a coordinator to ensure their needs are met appropriately.**
- **The process of giving foreign national prisoners a free five-minute telephone call or letters in lieu of visits should be formalised, and**

telephone calls for foreign nationals isolated from family and friends should be subsidised.

- **Management should examine the reasons why foreign national prisoners, particularly Madeirans are placed on the vulnerable prisoner unit and should find appropriate solutions.**

A Race Relations/Diversity Officer has been identified and operates the post on a part-time basis. A Race Relations/Diversity Committee has yet to be established. A policy document has been created and avenues for complaints under the policy are identified and have been used for investigatory purposes.

Training on Race Relations and Diversity is on the Prison training programme and is identified as mandatory training for all staff.

The ethnicity and racial origins of all prisoners is recorded on the Prisoner Information Management System (PIMS) when they are received into the Prison and fair allocation of work, training, release on temporary licence and access to other offending behaviour interventions is captured, analysed and discussed at several strategic Committee meetings to ensure parity amongst all prisoners. The Race Relations and Diversity Officer doubles up as the co-ordinator for matters relating to foreign nationals, and a free 5 minute phone call for them is provided by the Prison with opportunities to increase this subsidy where there is a need.

Following the last HMCIP inspection report, a confidential survey of the foreign national population was performed by the Prison Psychologist to determine why there was such a propensity for routinely locating them on the vulnerable prisoner units. Measures to address the results have been taken, and the foreign national population as a whole is now widely dispersed throughout our prisoner accommodation units. We are also hoping to establish a Foreign Nationals Co-ordination Team to meet with our foreign national population on a regular basis modelled on prisoner councils.

® Prisoner Applications and Complaints

- **A formal, auditable prisoner complaints system should be introduced.**

A formal, auditable prisoner complaints system was introduced in 2006 and this included general prisoner applications made on a daily basis with an option to address the Healthcare Team independently. A separate system of complaints by prisoners for the attention of the Independent Board of Visitors is also in place.

® Legal rights

- **Legal reference material should be available to prisoners in the Prison Library.**

Abundant legal reference material is now available for prisoners' perusal in the Prison Library.

® **Healthcare**

- **Algorithm-based nurse triage should be introduced.**
- **Nurse-led clinics should be introduced.**
- **Administrative staff should be employed to release nurses from non-clinical duties.**
- **Staff shift patterns should be reviewed to maximise resources.**
- **Nurses should not undertake discipline duties, such as control and restraint and locking of Wings.**
- **There should be clinical supervision for all staff, and clinical governance should be introduced.**
- **A primary care-compatible IT system should be installed.**
- **The garden space next to the healthcare centre should be developed to provide extra clinical accommodation.**
- **A defibrillator should be provided and all staff (including the dentist and dental nurse) should have training in its use, as well as cardiopulmonary resuscitation.**
- **There should be a medicines and therapeutics committee, including the chief pharmacist and doctors, to review all pharmacy policies and procedures and introduce medicines management, review the use of drug administration charts and the use of patient group direction.**
- **The dental unit should be replaced.**
- **All healthcare policies should be reviewed and updated regularly.**
- **There should be an increase in mental healthcare provision, including that for patients with counselling needs.**

Nursing triage and nurse-led clinics have been introduced and an administration clerk has taken up post to ease the administrative burden on nursing staff. New shifts for healthcare nursing staff were introduced and they are no longer routinely involved in locking up cells on residential units nor planned control and restraint removals, though they do attend such incidents as a duty of care for the prisoner and staff involved. Clinical governance has been introduced and all staff receive clinical supervision. An IT system is in place that is used across a number of departments across the Island, but the purchase of an improved primary care system has proved financially prohibitive. Several defibrillators are strategically placed around the Prison and all healthcare professionals are trained in its use, as are the Senior Officer group.

There is a Medicines and Therapeutics Committee that reviews all pharmacy policies and procedures and has introduced some medicine self-management by prisoners, though this is restricted because of the value attached to some medicines and the attraction of exchanging these for other goods by prisoners.

The Dental Unit has not been replaced nor has the garden area been developed due to financial restrictions being placed on the Prison. There are long-term plans however, for a purpose-built healthcare centre to replace the current building.

The Healthcare Manager reviews and updates healthcare policies annually and on an 'as needs arise' basis.

A clinical psychiatrist visits the Prison once per month and a clinical psychiatric nurse visits once per week. Counselling services are available to prisoners on a referral basis from internal and/or external sources.

® Education and Library Provision are inadequate, as are work opportunities for prisoners in terms of quality and the acquisition of skills and individual prisoner needs. There is little full-time employment.

A Resettlement and Prisoner Needs Analysis was performed in 2006 and this resulted in the recruitment of a Head of Learning and Skills. Learning is now delivered from a Learning and Education and skills Centre and also in situ on residential accommodation. An effective and well-used Prison Library is also in place, with a full-time Librarian. Learning is designed to provide a core programme of accredited basic and key skills and a range of personal development programmes designed to enhance life skills, and in so doing reduce offending behaviour and aid rehabilitation. Skills-training is designed to meet the skill needs of Jersey. An Activities and Employment Board (A&E) presided over by the Head of Learning and Skills convenes fortnightly and allocates work based on vacancies and all requests from prisoners for work. 85% of prisoners are now engaged in full-time employment and/or learning activities. The A&E Board also discusses and decides on recommendations from the workplace for the dismissal of prisoners. All activities are monitored for effectiveness and prisoner attendance; appropriate protective clothing is available for prisoners depending upon the workplace.

® Physical education and health promotion

- **There should be more physical education equipment on the Wings with restricted access to the main gym.**
- **Vocational training should be offered alongside the recreational physical education programme.**

This recommendation was not fully accepted, given the health and safety risks associated with placing equipment on the Wings. A multi-purpose fitness centre now provides excellent facilities. This is supported by a full-time civilian Sports Manager and 3 dedicated Physical Education Officers recruited from the discipline grades. The whole programme is now geared to an improved understanding of the connection

between well-being, a sensible lifestyle, good physical conditioning and healthy eating options, and all prisoners are offered the opportunity of having individual learning plans and personal staff supervision whilst in custody. A bid to have the Prison accepted as an official CYQ training centre has been submitted and confirmation of acceptance is expected by the end of March 2010.

® Time out of cell

- **Exercise should only be cancelled with the authority of the duty Governor, and there should be a log of the occasions when it is cancelled, who took the decision and for what reason.**

Exercise is only cancelled on the authority of an operational manager not below the rank of Unit Manager, and a record is kept of those occasions when it is cancelled and why. An improvement to weekend evening association periods for enhanced prisoners has also been achieved.

® Incentives and Earned Privileges (IEP)

- **There should be an effective incentives and earned privileges (IEP) scheme for all prisoners and incentive levels for adult males should not be restricted by location.**
- **Enhanced status should be available to all prisoners after a reasonable period of settling in and assessment.**
- **Prisoners should not be downgraded in the IEP scheme for a single, minor incident or for providing a positive voluntary drug test.**

A Prison Incentives and Earned Privileges Scheme (IEP) was introduced in 2007 and reviewed in 2008. A further review has taken place in 2010 and improvements to existing procedures have been made.

Prisoners on enhanced status are no longer restricted by location though because of population management, operationally it has been expedient to do so from time to time.

Prisoners are assessed for IEP status on arrival in Reception and although the period for further assessment is normally 3 months, ad-hoc assessments are convened after recommendations by discipline or civilian staff or on application by the prisoner.

A '2 Strike Policy' for failure on the voluntary drug-testing scheme was introduced in 2007 and a prisoner's overall behaviour and compliance with sentence planning targets is considered before any reduction in status, even after 2 strikes have been breached.

® Catering

- **Kitchen workers should have parity of pay and conditions with prisoners employed in the workshops.**
- **All prisoners who handle food should be trained in food hygiene, and food serving should conform to food safety and hygiene requirements.**
- **The catering department should offer industry recognised vocational training.**
- **Lunch should not be served before noon, and the 16 hour gap between the evening meal and breakfast should be reduced.**
- **Meals should be provided to suit the cultural tastes of prisoners, particularly those from Madeiran backgrounds who are the largest minority group.**
- **Prisoners, including those on A, B and C Wings, should receive an appropriate level of supervision at meal times.**
- **Each Wing should have a food comments book for prisoners to comment on meals.**
- **The catering manager should carry out a food survey at least once a year, and ensure that dishes catering for black and minority ethnic prisoners and young people are available on the menu.**

As a result of a review of prisoners' earnings in 2008, kitchen workers are now the highest-paid group of workers within the establishment. All prisoners working within the Catering Department are trained in basic food hygiene prior to commencement of their duties. All food safety and hygiene requirements are observed, and this is monitored by an independent States of Jersey Food Health and Hygiene Officer. Where operationally practicable, food is not served before midday and the gap between the evening meal and breakfast has been reduced by 2.5 hours.

An extensive choice of menu is offered to all prisoners and an attempt is made to provide for all cultural tastes and preferences; each Wing has a food comments book available for prisoners to make their comments and the Wing Council meetings are a further avenue for prisoners to make requests for dietary/menu changes.

Food supervision on the Wings that replaced A, B and C Wings is much improved and controlled.

® **Prison shop**

- **All shop orders should be delivered to prisoners' cells to minimise the potential for bullying.**
- **Staff should not buy goods for prisoners outside the Prison. All purchases, including orders from catalogues, should be made through the Prison shop.**
- **The range of goods in the Prison shop should be significantly expanded and Prisoners should be surveyed as to their requirements.**

It has been impracticable to deliver all shop orders direct to prisoners' cells, though orders do come pre-packed, sealed and given to the individual by a member of staff over the 'servery' counter.

An instruction was given to staff in 2006 not to purchase goods for prisoners outside of the Prison. We have, as yet, been unable to appoint a suitable mail order/catalogue provider of goods due to cost and resource implications.

A survey of prisoners has been performed but this is not a regular exercise. Prisoners have every opportunity to make their views known regarding goods they would like to see stocked in the Prison shop through the Prisoner Council meetings held monthly.

® **Prison Baseline Standards and Introduction of Shadow Targets to underpin Standards and Measure Staff/Organisational Performance are required.**

Prison Standards and Baselines have been produced along with targets. A programme of self-audit is currently being planned to underpin and monitor departmental and organisational performance.

® **Substance Misuse**

- **There were insufficient resources to meet the needs of the population. A comprehensive drug and alcohol strategy should be developed which integrates supply and demand reduction initiatives, contains detailed action plans and performance measures, and reflects the needs of the different populations.**
- **Available data should be analysed to inform the strategy.**
- **Specialist advice should be sought before there are changes to the clinical management of opiate users, as current healthcare resources are insufficient to introduce the prescribing of controlled drugs safely.**
- **Drug and alcohol counselling should be extended to meet the needs of all prisoners.**

- **Drug testing should be reviewed and its role clarified.**
- **There should be security measures to limit the availability of illegal drugs within the Prison.**

A comprehensive drug and alcohol policy document was introduced early in 2007, and the Drug Strategy Committee was established and headed by the Deputy Governor. The Committee convenes bi-monthly and continually reviews and considers existing and new initiatives to meet the needs of the prisoner population. The Drug and Alcohol Prison Service Manager (DAPS) provides a full range of data to this committee and the Senior Management Team at their monthly meeting.

Controlled drug dispensing is more securely and closely managed.

In 2005 there was just one Drugs Counsellor to deal with over 70% of prisoners that had committed drug-related offences. The resettlement analysis recommended additional resources be found to address the needs of the Prison population, and 2 additional Drug Counsellors were recruited in August 2008 and the Drug and Alcohol Prison Service (DAPS) Team was established. This consists of a Manager plus 2 full-time Counsellors plus a part-time voluntary Counsellor. This enabled improvements to individual counselling, group programme interventions, work with foreign nationals and engagement with prisoners' families at the Prison and/or in the community.

The current voluntary testing scheme is discussed at the Drug Strategy Committee and mandatory testing is used for target and/or compliance testing as required.

An improvement to resources within the Security team has made some impact on the availability of illegal drugs in the Prison, and electronic and mechanical measures (Ionscan, Bosschair and Pacto toilet) have been introduced to support those resources with some success.

® Discipline

- **All locations used for adjudication hearings should be risk-assessed and cleared of potential weapons before the hearing.** *(Achieved)*
- **Prisoners should be given written information before an adjudication that explains the process fully.** *(Achieved)*
- **Use of force documentation should be completed on every occasion force is used on a prisoner.** *(Achieved)*
- **The special cell should not be used solely to prevent acts of self-harm. The Prison should develop more appropriate arrangements to support prisoners in times of crisis.** *(Achieved)*
- **Planned control and restraint interventions should be recorded by video camera.** *(Achieved)*

- **The time that a prisoner is removed from a special cell should always be recorded. Senior managers should ensure that prisoners in a special cell are closely monitored and returned to normal location at the earliest opportunity.** *(Achieved)*
- **All prisoners held in segregated conditions should receive daily access to showers.** *(Achieved – subject to operational demands)*
- **A Governor should formally authorise in writing the status of prisoners held in segregated conditions, and their ongoing status should be reviewed formally and regularly. Prisoners should be held in segregation no longer than absolutely necessary.** *(Achieved)*
- **Prisoners who are located in the segregation units should not be strip-searched routinely but only if necessary following risk assessment.** *(Not accepted due to consideration of safety and security of individual prisoner and staff members)*
- **All charges should be fully investigated by adjudicators.** *(Achieved)*
- **The punishment cells on E Wing should have appropriate cell furniture.** *(Achieved)*
- **Entries in Wing history files should be made daily and consistently demonstrate that those held in segregated conditions are being effectively monitored.** *(Achieved)*
- **A record should be maintained of all women prisoners held in segregated conditions.** *(Achieved)*

® Family and Friends

- **There should be a prisoners' telephone in the old reception unit.** *(No longer required – unit closed)*
- **There should be formal, scheduled, monthly reviews of prisoners on closed visits.** *(Achieved via the Security Group Meeting)*
- **Protocols on the use of the Prison drug dog should be written and published.** *(The Prison no longer has a Prison drug dog)*

APPENDIX B

Recommendations not accepted, not achieved or only partly achieved**® Discipline**

- **All senior managers who conduct adjudication hearings should attend a recognised training course.** *(Not accepted)*

(This is generally covered as a topic on a Management Development Course in UK Prison Services. It would be difficult to justify the costs associated with sending managers to the UK for this session as this is something that can be managed in-house.)

- **Punishment tariffs for specific offences should be devised and published to staff and prisoners, and there should be regular, minuted standardisation meetings.** *(Not accepted)*

(Each discipline offence should be dealt with on merit, taking all factors into account. Set tariffs aren't always fair and just, but the Governor has put in place a process to review punishment tariffs on a quarterly basis to ensure consistency and fairness.)

- **Prisoners placed on Governor's Report should be able to request witnesses and legal representation, and should be invited to do so as part of the formal process.** *(Not accepted)*

(No issue with witnesses, but loss of remission is not a disposal available to the Adjudicator, so routinely inviting legal representation isn't necessary or appropriate.)

- **There should be published selection criteria for staff working in segregation units to ensure maximum continuity. The Governor should authorise all staff who work in the segregation units.** *(Not accepted)*

(The Segregation Unit in La Moye isn't in constant use and often has to be staffed at short notice. Maximum flexibility is required and any Prison Officer should be fitted for this task.)

- **Prisoners who are located in the segregation units should not be strip-searched routinely but only if necessary following risk assessment.** *(Not accepted on safety and security grounds. Prisoner who may expect to be placed in segregation may attempt to conceal items that could cause self-harm or harm to others or may seek to pass illicit items to others in segregation.)*
- **Statutory visitors should visit all prisoners in segregated conditions each day, and these visits should be recorded. A member of the Board of Visitors should visit at least once a week.** *(Not accepted)*

(BoV members are unpaid and they visit twice per month on a voluntary basis, which is adequate. It should also be noted that members of the Chaplaincy team, whom most prisoners would deem to be independent, are available most days, and the Samaritans also visit on a weekly basis, giving good access to an independent source.)

® **Family and Friends**

- **A visitors' centre should be established and should provide information on what visitors can expect from their visit and how to receive help when needed.** *(New visitors' centre to be built 2011/12.)*
- **The physical conditions for visits should be improved to bring them up to an acceptable condition, and there should be better facilities, particularly for those with children.** *(Some improvements have been made but as stated above, new centre planned.)*

® **Appointment of Health and Safety Committee and Health and Safety Co-ordinator** *(Lack of funds prevented the appointment of a qualified Health and Safety Co-ordinator, but a structure has been devised and supporting Committee members identified. A job description has since been produced and the Prison appointed a qualified Co-ordinator in July 2011.)*

® **The Prison should create an Internal Audit Team and Annual Audit Programme on which to Measure Quality of Service Delivery.** *(The Prison is in the process of establishing internal audits, though a dedicated audit team won't be pursued due to financial constraints.)*