



# **Annual Report of the Independent Monitoring Board at HMP Haverigg**

**For reporting year  
1 December 2022 to 30 November 2023**

**Published March 2024**



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## Introductory sections 1 – 3

### 1. Statutory role of the IMB

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

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

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

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

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

## 2. Description of the establishment

HMP Haverigg is a category D open prison in West Cumbria and is a national resource used mainly, but not exclusively, for people convicted of a sexual offence (PCoSO prisoners).

The prison is located on an ex-military site dating back to World War II and has 80, mainly old, buildings, including five residential units of varying size, within the 4.5-mile perimeter. The site is large and exposed, especially to strong sea winds. Some distance from mainline rail services and major road networks, with the M6 motorway almost 50 miles away, the location of Haverigg has a reported impact on the maintenance of family ties and on recruitment to specialist posts in the prison.

The operational capacity (the maximum number of prisoners that can be held without serious risk to safety, security, good order and the proper running of the planned regime) of the prison is 499<sup>1</sup> and the roll at the time of writing, in January 2024, is 496. An additional 60 spaces are expected to be made available in 2024, with the introduction of a number of Rapid Deployment Cells (RDCs) on ground where an old accommodation block once stood.

A list of refurbishments, environmental upgrades and new buildings that have been completed, are underway or are planned is shown at Annex A.

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<sup>1</sup> Figures included in this report are local management information. They reflect the prison's position at the time of reporting, but may be subject to change following further validation and therefore may not always tally with Official Statistics later published by the Ministry of Justice.

### **3. Key points**

#### **3.1 Main findings**

##### **Safety**

- The number of prisoners has increased by over 50% since the last reporting year and despite more incidents of self-harm, violence and use of force, levels overall are low and do not give rise to significant concerns.
- There were two deaths in custody.
- A low number of illicit items was reported.
- There is no evidence to suggest that prisoners are unsafe at Haverigg.

##### **Fair and humane treatment**

- The Board has observed a positive and constructive culture, with opportunities available for prisoners to be involved in the life of the prison.
- An inclusive and effective approach to the management of Equality, Diversity and Inclusion (EDI) has been observed by the Board and there has been no evidence of discrimination.
- The loss of prisoners' property, especially on transfer between prisons, continues to be a significant concern.
- From everything the Board has observed, prisoners appear to be treated fairly and humanely by staff.

##### **Health and wellbeing**

- Healthcare staff have continued to deliver high standards of care, despite staff shortages and a high influx of prisoners.
- There is evidence of inter-departmental working across all disciplines to achieve the best outcomes for prisoners.
- Overall, feedback from prisoners is good.
- Prisoners appear to receive a good standard of healthcare.

##### **Progression and resettlement**

- There is a strong focus on education, vocational skills and enrichment activities.
- Initiatives such as the Progression Passport, Link Workers and a new Release on Temporary Licence (ROTL) policy will better support prisoners' progression in custody.
- There is a plan to support the progression of Imprisonment for Public Protection (IPP) prisoners, 45% of whom are currently serving a sentence that exceeds the minimum tariff given at the time of sentencing.
- It is evident from the Board's observations that prisoners are given every opportunity to progress towards successful resettlement whilst at Haverigg.

#### **3.2 Main areas for development**

##### ***TO THE MINISTER***

The Board considers IPP sentences to be inhumane, degrading and a cause of psychological distress to prisoners. Whilst acknowledging the positive step of legislation to shorten the licence period affecting IPP prisoners once released, the board urges the

Minister to bring forward legislation to enable a re-sentencing exercise, as recommended by the Justice Committee in September 2022. The Board does not support the immediate release of all IPP prisoners but believes that re-sentencing would be a fair and reasonable step towards addressing a gross injustice, providing IPP prisoners with greater certainty over their eventual release.

### **TO THE PRISON SERVICE**

The board believes that standards within the Prisoners' Property Policy Framework are not being met, as there has been no apparent reduction in the loss of prisoners' property, especially for those transferring between prisons. Although items or property and their financial value can sometimes appear minor, the impact on individual prisoners can be significant, especially if an item has sentimental value. The Board urges the Prison Service to review and, where necessary, revise the framework, ensuring the necessary safeguards and sanctions are in place to improve performance.

### **TO THE GOVERNOR**

The Board recognises improvements in communication between staff and prisoners, as highlighted in last year's annual report and marked by a significant reduction in IMB apps relating to 'sentence management'. Anecdotal feedback, however, suggests there may still be some inconsistencies, with prisoners occasionally expressing uncertainty or confusion with regard to their sentence management. The Board has not examined specific evidence to support or refute this feedback, but asks the Governor and senior managers to maintain careful and sustained oversight of this important area to ensure consistency.

## **3.3 Response to the last report**

Issue raised	Response given	Progress
Flow of suitable prisoners from the closed to open category D estate.	See letter from the Minister at Annex D.	Prison is now operating largely at operational capacity.
Inconsistencies across prisons.	See HM Prison and Probation Service (HMPPS) comments attached to the Minister's letter at Annex D.	
Additional support for IPP prisoners.	See HMPPS comments attached to the Minister's letter at Annex D.	A dedicated plan to support IPP progression pathways.

<p>Sustained focus on Offender Management Unit (OMU) - prisoner communication and updates.</p>	<p>Acknowledged by the Governor.</p>	<p>Improvements have been seen (new ROTL policy, Link Workers, who provide safe continuity of care for those leaving prison) and a reduction in IMB apps (also known as 'applications', these are written submissions prisoners make to the Board) noted.</p>
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## **Evidence sections 4 – 7**

### **4. Safety**

#### **4.1 Reception and induction**

The number of prisoners at Haverigg increased by over 50% during the reporting year to meet an operational capacity of 499. Growth in numbers was steady between March and October, with the overall ratio of PCoSO/non-PCoSO prisoners largely maintained. The Governor expressed concerns over a potential abscond risk due to the increased rate of arrivals, and as a result the main gate was closed until the new population was considered settled and stable. The main gate was routinely opened again towards the end of the reporting year.

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

A total of 14 incidents of self-harm were recorded, an increase of 55% on the previous year but in line with the increased prison population. This total includes a small number of repeat incidents by prisoners defined as 'prolific self-harmers'. Suicide and self-harm training is offered to all staff, with take up routinely monitored. First Night in Custody interviews are held with new prisoners where self-harm risks are identified and significant dates are noted for future reference. Early Days' checks then continue for new prisoners for three consecutive weekends to help ensure that appropriate support services are offered.

A total of 40 Assessment, Care in Custody and Teamwork (ACCT) plans, used to support prisoners who are at risk of self-harm or suicide, were opened during the year for a variety of reasons, notably including 'low mood' and 'ligature making'. This followed the Government's response to recommendations made by the Justice Committee concerning IPP prisoners. ACCT analysis looks for trends associated with reasons, location and individual frequency, as well as protected characteristics (including, among others, race, religion, gender and sexual orientation, which it is unlawful to discriminate against). In the last annual report, the Board noted comments made by the prison's Head of Equality, Diversity & Inclusion (EDI) to the effect that that no ACCTs had been opened for prisoners belonging to minority ethnic groups, with a suggestion that such individuals may not feel comfortable approaching staff with a problem. The position has shifted slightly, in that there has since been a small number of ACCTs associated with prisoners from minority ethnic backgrounds, which is seen as a positive development if the Head of EDI's initial supposition was correct. The Board has not found any evidence of concerns in this area.

There were two deaths in custody during the reporting year:

- One prisoner died from apparent natural causes while running. The matter was subject to independent investigation by the Prisons & Probation Ombudsman (PPO). The Coroner's inquest was held in December 2023, with no recommendations made. HMP Haverigg was praised for the initial incident response. The cause of death was listed as 'Sudden Adult Death Syndrome'.
- Another prisoner's death was, apparently, self-inflicted. The matter remains subject to independent investigation by the PPO.



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

Levels of violence remained low throughout the year, with nine assaults recorded. These figures are higher than last year, although the numbers remain low overall.

Challenge, Support and Intervention Plans (CSIPs), used to support and manage prisoners who pose an increased risk of violence, were opened for prisoners on 14 occasions, an increase of 133% on the previous year. Through observing Safety Intervention Meetings and talking to prisoners, Board members are reassured that violent incidents are rare and early interventions are used effectively. The number of IMB apps associated with violence, discipline, bullying, etc, was low.

### **4.4 Use of force**

Force was used by staff on four occasions throughout the year, including a protracted incident in July, when a prisoner and two prison officers sustained injuries as the prisoner was being transferred to a holding cell. This followed a complaint from another prisoner, which was subsequently referred to the police. The incident was subject to a debrief and body worn video camera footage taken by prison officers was made available to Board members for viewing.

### **4.5 Preventing illicit items**

The growth in population presented some security challenges throughout the year. These were addressed in regular security review meetings, which Board members observed. There was a noted increase in tradeable prescribed medication and a small number of illicit items were reported in the prison, such as mobile phones and drugs. There were also a number of instances where prisoners brought illicit items back into the prison concealed in consumables when returning from Release on Temporary Licence (ROTL). However, the overall security risk from illicit items was considered manageable by the Board.

Regular and frequent Mandatory Drugs Testing took place on a risk, random or suspicion basis, as well as random alcohol swab testing.

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

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

Improvements in the standard of accommodation continued throughout the year, with an extensive programme of refurbishment, environmental upgrades and planning for new buildings. Equipment breakdown led to the temporary closure of the laundry and delays in the return of prisoner clothing. A new laundry is expected to be in operation early in 2024.

Delays in the implementation of the Fire Safety Improvement Plan, arising from national contractual issues, resulted in operational issues for the prison, with increasingly frequent false fire alarms. Mitigation plans ensured the safety of prisoners.

Severe weather conditions towards the end of the reporting year resulted in storm damage across the site, including, for example, flooding, power outages and damage to roofing, drainage, etc. The Board commends the Governor and staff for maintaining the prison regime during adverse conditions, especially those involved during 24 hours when the prison was snow-bound.

Prisoners raised several concerns with the Board about the quality, quantity and calorific content of food. Food-related complaints to the prison peaked at 21 in June, but had reduced to 3 in September, believed to be due to measures taken by the catering manager to involve prisoners in a newly established food forum. The return to a pre-select menu in July proved popular. With the involvement of healthcare, chaplaincy, dieticians and the Vegan Society, the catering manager addressed concerns about calorific content and special diets.

### **5.2 Segregation**

Two holding cells, occupied by some prisoners while their suitability for remaining at Haverigg is reviewed, were used on 35 occasions during the reporting year, a reduction of 34% from the previous year.

A total of 63 Immediate Suitability Reviews (ISRs) were held, with 58 prisoners returned to closed conditions for a variety of reasons. Numbers were at their highest between February and August, coinciding with the increased flow of new prisoners to Haverigg. The Board was routinely notified when an ISR was to be held, although it was only occasionally that a member was available to observe a review. However, it was evident from examination of the multidisciplinary assessment process and documentation that every effort was made to support prisoners to remain at Haverigg.

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

The introduction of a Link Worker scheme towards the end of the reporting year further strengthened relationships between staff and prisoners. Meeting twice a month with their Link Worker, prisoners have access to consistent and constructive support. Over 100 sessions have so far been held.

The Board commends the Governor and staff for the development and embedding of a positive and constructive culture throughout the prison, best described with the strapline PLACE:

- **Public Protection**
- **Lifelong Learning**

- **Activities**
- **Culture**
- **Environment**

Opportunities for involvement in the life of the prison continued to increase as the population reached operational capacity. Prisoner orderlies (who take on work to provide services that contribute to the running of the prison) supported the delivery of functional services with the provision of assistance and information, including, for example, IPP prisoners, healthcare, sentence management, induction, education and equality, diversity and inclusion.

The prison has, once again, been responsive to comments and suggestions made at the monthly Prison Council meetings and the increasing number of focus groups and forums. This includes a support group for prisoners serving IPP and life sentences, involving a multidisciplinary team working with mental and physical health services, OMU, prison officers and the senior management team.

Peer-led initiatives increased during the reporting year, with various fundraising events, music concerts, yoga classes and group walks, in addition to involvement in planning services for Remembrance Sunday and at Christmas, for example.

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

The increased number of prisoners brought greater diversity in ethnicity, age and faith provision. The age range widened, with more younger prisoners aged 25 and under. More than 40% of the prison population is over 55, of whom 13.5% are aged over 75. It was evident to the Board that every effort was made by the prison to ensure that the provision of social activities, education and employment opportunities took into account the wide age range in the population. Members of the Board observed workplace adjustments that enabled older prisoners to continue working beyond retirement age if they wished to do so.

It was evident that the prison's approach to equality, diversity and inclusion had developed further during the year. A calendar of over 75 international, national and local events provided opportunities for prisoners to celebrate religious festivals and participate in awareness raising activities, such as:

- Black History Month
- Gypsy, Roma and Traveller History Month
- Mental Health Awareness Week
- Pride Month
- Remembrance Day

The involvement of prisoners in planning events in the reporting year increased, as well as the provision of peer support for those with protected characteristics.

A total of 20 Discrimination Incident Report Forms (DIRFs) were submitted during the reporting year, broken down under the following headings:

- |                      |   |
|----------------------|---|
| • Gender             | 3 |
| • Sexual Orientation | 3 |
| • Disability         | 4 |
| • Ethnicity          | 4 |
| • Religion or Belief | 6 |

All were investigated and reported on within the required timescale. The Board has found no evidence of discrimination and has concluded that equality, diversity and inclusion continues to be managed effectively by the prison.

The appointment of a Neurodiversity Support Manager (NSM) part way through the reporting year was welcome. In addition to supporting individual prisoners, the NSM has provided awareness training for staff, which the Board also attended.

### **5.5 Faith and pastoral support**

Ensuring prisoners are able to have contact with a Chaplain of their faith presented a challenge for the Head of Chaplaincy, with 23 different faiths represented in the prison. The spiritual needs of prisoners are met by nine Chaplains who are either based at the prison or who make regular visits, often involving long journeys. The recruitment of more Chaplains to cover all faiths is being considered but, in the meantime, arrangements were made, often for individuals and small groups, to worship.

Veterans in Custody, approximately 10% of the prison population, were well supported by the Head of Chaplaincy, who is himself a veteran. Monthly meetings with various veterans' organisations were held throughout the year, some of which were observed by Board members. Many of the veterans' organisations assist with accommodation on release and provide grants for clothing and white goods.

Pastoral and emotional support was provided to an increasing number of prisoners with distressing life events.

### **5.6 Complaints**

The prison received 527 complaints, a reduction of 16.5% compared with the previous reporting year, despite the increase in population. Over 25% of complaints were about property, of which 69% related to property issues within the prison, coinciding with a focus on volumetric control (the aim of which is to limit the amount of property a prisoner may have in their possession, to help effective searching and maintain good order and discipline). It was evident from a review carried out by a member of the Board that the majority of responses to complaints within the prison were within the required timescales. Responses to complaints about property on transfer relating to other prisons, however, were often subject to delay.

### **5.7 Property**

Of the 51 IMB apps received from prisoners, 13 (25%) related to property, with the majority of these concerning loss on transfer to Haverigg. The corresponding figure for the previous reporting year was 11 (16%). Whilst the increase in population and transfers might suggest the issue is not worsening markedly, this remains a matter of concern. A similar pattern emerged from an analysis of complaints to the prison.

As a national resource, Haverigg receives prisoners from across England and Wales. Those transferring from distant prisons routinely had to stay overnight at other establishments before continuing to Cumbria. Property losses occurred most frequently when there was a break in the journey. Despite the best efforts of the complaints clerk, many of the complaints remain unresolved. The Board has yet to find evidence that standards within the Prisoners' Property Policy Framework are being met, as there has been no apparent reduction in the loss of prisoners' property.

## 6. Health and wellbeing

### 6.1 Healthcare general

The rate of increase in the prison population and the growth of an older age group has led to pressure being applied to all departments, but in particular to Healthcare. Physical nurse consultations and the pharmacy dispensing service felt the added pressures most acutely. The prison has seen a growing number of complex cases, including hypertension, diabetes, obesity and prisoners with memory problems and dementia. Healthcare analysis notes expected increases in palliative care needs within the coming 3-5 years.

Early in the reporting year, Healthcare staff raised concerns over staffing levels with Spectrum Health Care senior management. Concerns were subsequently escalated to NHS England, the Care Quality Commission and, in July, through written submissions to the IMB, largely focused on the potential safety risk posed to prisoners. With the agreement of those raising concerns, Board members spoke to the Governor for confirmation that he was fully aware of the concerns raised and to seek assurances that he was exerting influence to address the staffing shortfalls. Staffing shortfalls have now largely been addressed, with all vacancies either filled or recruitment underway.

Prisoners feel they get a good standard of physical and mental healthcare at Haverigg, in large part due to the staff. Whilst there will be some examples of dissatisfaction brought to the attention of Board members, overall feedback from prisoners remains good. Here is a selection of comments from prisoners:

- *"The nurses are always very helpful, respectful, polite and willing to help. They do a very difficult job to a very high standard."*
- *"I have nothing but praise and gratitude for the whole Healthcare team here at Haverigg. I have complex health conditions but am always treated promptly and with genuine care and attention. The care and treatment which I receive in here far surpasses what I would receive outside. From receptionist to nurses, pharmacy and GP. Thank you, keep up the good work."*
- *"A quick response to see the GP after being seen by a nurse and being transferred to see a GP. In my old prison it would have probably taken over a month to see a GP."*
- *"Great feedback from the doctor - reason for my medication and why they are prescribed."*
- *"The nurses and the new GP were all great, very helpful and understanding. They went out of their way to make sure I got the help I needed. Thank you very much."*

### 6.2 Physical healthcare

The Board has seen good evidence of a joined up, holistic approach with Healthcare staff, gymnasium staff and prison officers working together to help those from different age groups and with differing health needs.

Board members have observed the interaction between newly arriving prisoners and members of the Healthcare team, who were working regular overtime, on occasion single-handedly, to provide cover and assess new prisoners' healthcare needs. These initial healthcare assessments appeared to be very thorough. However, the locum doctor provided by Spectrum Health Care voiced concerns to Board members about the prior treatment received, or perhaps not received, by prisoners in other establishments before transferring to Haverigg. On occasion this has called for further tests and investigations,

with an impact on staffing, as prisoners needing treatment must often be accompanied to the local hospital, which is an hour away.

With agreement, Board members have observed doctor and nurses' consultations with prisoners, including telephone consultations with community and hospital consultants. The conclusion drawn is that the standard of healthcare for prisoners at Haverigg is good. Transport in the form of a small buggy is used to take less fit and able prisoners to health checks and other appointments.

Prisoners' dental care is delivered by Time for Teeth. There is currently a backlog of prisoners with dental health needs due to staffing problems from the previous contract holders and some faulty equipment. This has now been rectified and Time for Teeth has started weekend clinics to clear the backlog.

### **6.3 Mental health**

The psychiatric team is fully staffed. Anecdotally, prisoners feel they receive a good service, which is supported by a Psychiatric Service orderly. The orderly, who reports to the prison's Healthcare Delivery Board, has helped prisoners who had not previously been referred by staff, encouraging them to self-refer to the mental health team.

### **6.4 Social care**

Due to Local Authority changes in Cumbria during the reporting year, Cumberland Council has assumed responsibility for Adult Social Care in the prison.

### **6.5 Time out of cell, regime**

Unless signed off as sick or having newly arrived and not yet allocated work or education, all prisoners of working age are employed. Several prisoners of retirement age volunteer to carry out tasks in the prison gardens and the Hive (a centrally-located facility to which prisoners have ready access). The Village Hall is well used and was developed largely, but not exclusively, as a social space for older prisoners.

### **6.6 Drug and alcohol rehabilitation**

The prison Drug and Alcohol Recovery Team (DART) and Humankind (a charity that helps rehabilitate prisoners) facilitate drug and alcohol treatment and support. The majority of prisoners with drug and alcohol problems are engaging with these services, often co-ordinated by a DART orderly located in the Hive. A prisoner-led focus group meets weekly and a number of those who no longer use the service volunteer to come along to offer their support. The DART team has raised concern about limited community support adversely affecting prisoners on discharge.

### **6.7 Soft skills**

The Hive is now fully functioning, with a variety of outlets, such as a café, a barbers, shops selling handmade greetings cards and clothing for transgender prisoners, a mini chemist, multiple orderly offices and an IMB office. The Village Hall hosts a range of events and activities, including first-aid training, music performances, quiz and games' nights, art classes and film nights.

## **7. Progression and resettlement**

### **7.1 Education, library**

The prison has maintained a strong focus on education and vocational skills to help prepare prisoners for release. The library continues to be well used and has recorded nearly 29,000 visits over the year.

A variety of educational courses are offered, giving prisoners a range of opportunities to develop and learn new skills. Attendance levels - of 87% - were higher than in the previous reporting year and rank favourably among other prisons. A total of 714 formal qualifications were achieved by prisoners across the wide variety of 37 training courses listed at Annex C, which is more than double the number achieved in the previous reporting year.

Ofsted inspectors visited the prison in March and April. The prison was graded 'good' in the areas of quality of education, behaviour and attitude, personal development, and leadership and management. Overall effectiveness was graded as 'good'.

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

During the reporting year, a policy was introduced whereby those prisoners classed as 'medically incapable' of working are encouraged to attend a minimum of four enrichment activities each week. The aim is to encourage all prisoners to engage in the prison regime and take part in activities that promote social inclusion and rehabilitation. Healthcare staff are asked to assess each person's capability. The Board is supportive of such an approach, providing the link to Healthcare is strong and their advice acted on.

A number of prisoners are in paid and voluntary employment, as well as undergoing external training, whilst on Release on Temporary Licence (ROTL). A total of 13 prisoners are currently employed or are being trained by external businesses in Cumbria and 30 carry out prison support roles external to the establishment.

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

Following the Government's response to the Justice Committee's recommendations on IPP sentences, a dedicated plan has been developed by the Offender Management Unit (OMU) for IPP prisoners and those serving life sentences. It is focused on better helping them move through a progression pathway to release and successful rehabilitation. The plan has been put together with full inclusion of IPP prisoners and those serving life sentences, its aim being to collectively agree ideas going forward, and to share best practice across probation officers and other prisons.

In support of this approach, the OMU team has also met with representatives from the organisation New Connections, which works with IPP prisoners and those serving life sentences in the months leading up to release or a Parole Board hearing. The purpose is to help prisoners to fully prepare, then to provide further support after they have been released. The Board remains supportive of all efforts made by the prison to support the successful progression of IPP prisoners and those serving life sentences.

A new Progression Passport has been introduced, which prisoners are encouraged to use as evidence of their progress whilst in custody. This might contain details of training and development opportunities, work placements, qualifications, etc., and is seen as a useful document to present to ROTL or Parole Boards. At the time of writing, in January 2024, over 300 prisoners are actively using the Progression Passport and those who have so far chosen not to are actively encouraged to do so.

A new ROTL policy was introduced, intended to be less restrictive and more supportive towards release. The policy supports better communications between OMU staff and prisoners themselves, which was something the Board was keen to see, as it featured in last year's annual report. It is encouraging to see that despite the increase in prisoner numbers at Haverigg, IMB apps relating to 'sentence management' reduced by over 40% compared with the previous reporting year.

Throughout the reporting year, ROTL was used on 11,198 occasions, an increase of 41% on the previous year. This includes over 2,000 instances directly related to preparing prisoners for release, such as the maintenance of family ties on both a day and overnight basis, and other reasons linked to the sentence plan.

About 94% of the population at Haverigg are PCoSO prisoners. A total of 42 prisoners are serving IPP sentences, including five who have been recalled to custody, and there are 38 prisoners serving life sentences. During the reporting year, 206 prisoners left custody, 57 on the direction of a parole board. Of these, 10 had been serving life sentences, 11 had been serving IPP sentences and the remainder were subject to extended or discretionary sentences.

Although 11 IPP prisoners were released, 19 IPP prisoners have been in prison for far longer than the length of the minimum tariff imposed at the time of sentencing. Examples include prisoners given a minimum tariff of two years or less who have served more than 15 years in custody with no release date in sight.

#### **7.4 Family contact**

The geographical isolation of the prison and the fact that prisoners' families may not live locally can make prison visiting very difficult. Social video calls continue to be used, enabling prisoners to remain in touch with their families. The new family visits' provider, Partners of Prisoners Service, has been in place for a year and the service appears to function well. A Family Open Day was held in October, giving prisoners' families an opportunity to visit without feeling hurried and to view areas of the prison. Feedback from prisoners about such events is very positive.

The Board occasionally hears concerns from individual prisoners about being located far away from their families. The policy that prevents transfers between category D establishments, unless under extenuating circumstances, seems to be understood and acknowledged. However, the Board is supportive of such moves whenever they can be accommodated to allow prisoners to be closer to their families and better support resettlement.

#### **7.5 Resettlement planning**

The opening of a Resettlement Hub is a positive development. This one-stop shop is a place where advice is available in areas such as ROTL and employment opportunities, pre-release activities, CV completion, banking and welfare benefits, etc.



Planning is underway to build a new Independent Living Unit, which would accommodate and better prepare 10 prisoners for release and independent living once released from custody. The Ministry of Justice Property department will ultimately decide if this project goes ahead and funding is made available.

The availability and provision of accommodation for prisoners on release can have a significant impact on their resettlement. During the latest reporting year, 99% of prisoners were housed on their first night of release from Haverigg. Similarly, employment can be a major factor in reducing reoffending and in successful resettlement. A total of 55% of Haverigg prisoners eligible for employment gained employment six weeks after release from custody, with 60% gaining employment six months after release. These performance outcomes must be seen against a backdrop of some employers being reluctant or unwilling to employ ex-PCoSO prisoners.

## The work of the IMB

### Board statistics

Recommended complement of Board members	11
Number of Board members at the start of the reporting period	5
Number of Board members at the end of the reporting period	4
Total number of visits to the establishment	111

### Applications to the IMB

Code	Subject	Previous reporting year	Current reporting year
A	Accommodation, including laundry, clothing, ablutions	0	3
B	Discipline, including adjudications, incentives scheme, sanctions	4	0
C	Equality	0	0
D	Purposeful activity, including education, work, training, time out of cell	5	1
E1	Letters, visits, telephones, public protection, restrictions	0	2
E2	Finance, including pay, private monies, spends	3	2
F	Food and kitchens	2	0
G	Health, including physical, mental, social care	9	4
H1	Property within the establishment	2	3
H2	Property during transfer or in another facility	9	10
H3	Canteen, facility list, catalogues	0	1
I	Sentence management, including HDC (Home Detention Curfew), ROTL (Release on Temporary Licence), parole, release dates, re-categorisation	23	13
J	Staff/prisoner concerns, including bullying	4	2
K	Transfers	4	1
L	Miscellaneous	4	9
	<b>Total number of applications</b>	<b>69</b>	<b>51</b>

## **ANNEX A**

### **Refurbishments, environmental upgrades and new buildings**

- Ongoing removal of internal fencing across the estate.
- New windows, flooring and self-catering facilities in residential units.
- Roof repairs in residential units and the kitchen.
- Curtains (made by a prisoner) and curtain poles (made by the woodwork workshop) for all windows in residential units.
- Conversion of 11 rooms to accommodate two prisoners each.
- Preparations for a new central dispensary and health clinics in two residential units.
- New laundry and laundrette (in progress).
- Planning for solar panels' installation on the farm.
- Planning for development of a 10-place Independent Living Centre.
- Planning for installation of 60 Rapid Deployment Cells.

## **ANNEX B**

### **List of service providers**

- Spectrum Community Health CIC: primary healthcare
- Spectrum Community Health CIC: GP services
- Tees, Esk and Wear Valley NHS Foundation Trust: mental health and Rethink
- Time for Teeth: dental services
- Spectrum Community Health CIC and Humankind: substance misuse service
- Cumbria County Council: adult social care until 31 March 2023
- Cumberland Council: adult social care from 1 April 2023
- Parsons: opticians
- Rowlands Pharmacy
- ED physiotherapy: commissioned by Spectrum Community Health CIC
- Novus, the Manchester College: education and training
- Booker/DHL: prisoners' canteen
- GEOAmey: prisoner transport
- Cumbria County Council: library service until 31 March 2023
- Cumberland Council: library service from 1 April 2023
- The Samaritans: prisoners' Listener training and phone line support
- Interventions Alliance, Department for Work and Pensions (DWP), Recoop and Careers Connect: financial advice, accommodation, employment guidance
- Amey: facilities management
- Partners of Prisoners Service (POPS): visitor centre
- Cancer Research UK: charity shop
- Fusion21: vocational course provider

## ANNEX C

### Education courses and qualifications achieved

Course title	Achieved
Arts & Crafts	40
Construction Health & Safety	54
Customer Service	26
Digital Skills	18
Food Safety & Catering	67
IT User skills ICT	7
Mentoring	28
Self-Employment	15
Culinary Skills	26
Crafts	12
Maths Entry Level	8
Maths Level 1/2	31
English Entry Level	10
English Level 1/2	36
Industrial Cleaning	4
Life Skills Money Management	16
Therapeutic Art	38
Abrasive Wheels	33
Barista Level 2	12
Welding	7
Bricklaying	7
Plastering	10
Interior Fitting	25
Emergency First Aid at Work	6
First Aid at Work	23
Health Improvement RSPH Level 1	24
Health Improvement RSPH Level 2	24
Heavy Goods Vehicle Driving	5
Introduction to Working in the Solar Industry	38
Waste Management - Wamitab	2
Farms & Gardens C&G Award in Practical Horticulture Skills (L1)	15
Farms & Gardens C&G Certificate in Practical Horticulture Skills (L1)	3
Farms & Gardens C&G Diploma in Practical Horticulture Skills (L1)	2
Farms & Gardens C&G Practical Horticulture Skills (L2)	1
EUSR Core, Utility Excavation & First Aid	23
Driver Certificate of Professional Competence (CPC)	9
L2 Warehousing & Storage	9
<b>Total Qualifications Achieved</b>	<b>714</b>

## ANNEX D

### Letter from the Minister of State for Justice on 3 May 2023



Ministry  
of Justice

Damian Hinds  
Minister of State for Justice

Chair, Independent Monitoring Board  
HMP Haverigg  
North Lane  
Millom  
Cumbria  
LA18 4NA

3 May 2023

*Dear Chair,*

**HMP HAVERIGG: INDEPENDENT MONITORING BOARD ANNUAL REPORT FOR 1 DECEMBER  
2021 – 30 NOVEMBER 2022**

Thank you for your Board's report for the year ending 30 November 2022. I am very much aware of the amount of effort that goes into producing annual reports and thank you for providing a comprehensive picture of HMP Haverigg over the reporting period, especially as you operated with several vacancies and ended the year with a severely depleted complement of members. I address below the specific points you have raised for my attention.

I appreciate the Board's concerns about Category D prison space management and thank you for drawing this to my attention. At present there is more space available in open prisons than the wider adult male estate, however, we are expecting slow and steady growth in the Category D population in the longer term. Whilst some variation is normal, current open estate occupancy levels are historically low. There is also significant variation in where the spare spaces are across the country. Some open prisons are operating at almost full capacity, while others, such as HMP Haverigg, have significant spare capacity. This is due to regional supply and demand imbalances with a surplus of open prison accommodation across the North and a deficit in the South.

Beyond specific geographical and local factors, there are three main reasons for the current low occupancy in the open estate: the decrease in the indeterminate sentenced population due to changes to the role of the Parole Board; a significant increase in the remand population due to the current court backlog following the impact of the covid pandemic on court activity together with barristers' industrial action; and Category D eligible prisoners still in the closed estate.

Extensive work is underway to maximise HM Prison and Probation Service's (HMPPS) ability to quickly move all eligible prisoners into the open estate. This includes weekly data sharing of eligible cohorts between open and closed prisons; a dedicated population manager at headquarters for open estate moves; specific work to maximise moves to HMP Haverigg; and a newly launched toolkit to support Offender Management Units carrying out risk assessments. It is anticipated a population increase and capacity limits at HMP Haverigg is likely to be met very soon.

It was encouraging to receive your comments about the positive interactions between prisoners and both officers and civilian staff, and the prison's approach to equality and diversity driven by the senior management team. In light of food price inflation, I was impressed to learn about the catering department's efforts to maintain portion sizes together with maximising the use of the prison farm. I was further encouraged to hear that 94% of prisoners are classed as carrying out purposeful activity and that no prisoner left HMP Haverigg without identified accommodation. We are grateful to the Governor and

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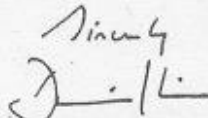
E <https://contact-moj.service.justice.gov.uk/>  
www.gov.uk/moj

102 Petty France  
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SW1H 9AJ

staff at HMP Haverigg for all the dedicated work they are doing with the men in their care to give them the best possible opportunity to successfully resettlement on release.

I note you have raised some local issues of concern in your report which the Governor will continue to keep you aware of as work continues. HMPPS comments in response to other issues raised in your report are set out in the attached annex.

The Justice Secretary and I appreciate the valuable role played by members of Independent Monitoring Boards throughout the estate and we are very grateful for your continued hard work on behalf of HMP Haverigg.

A handwritten signature in black ink, appearing to read 'Damian Hinds', with a stylized flourish at the end.

**Damian Hinds**  
**Minister for Prisons and Probation**



## HMP HAVERIGG: INDEPENDENT MONITORING BOARD ANNUAL REPORT FOR 1 DECEMBER 2021 – 30 NOVEMBER 2022

### HMPPS comments on matters raised in the report

#### **Victim Support Levy**

Prison Service Instruction (PSI) 76/2011 *Prisoners' Earnings Act 1996* governs the application of the victim support levy. The levy is applied to earnings over £20 per week, so if a prisoner earns £25 per week net, the levy is made only from £5 per week, not the full £25. Levies are currently paid to such voluntary organisations concerned with victim support or crime prevention or both as may be prescribed.

An extract from PSI 76/2011 paragraph 1.12 states *it is the Government's policy that the discretion which Governors have to impose the levy should generally be exercised in favour of imposing it*. Further information on the Victim Surcharge is available on Gov.UK (<https://www.gov.uk/government/news/criminals-made-to-pay-more-to-fund-victim-support>).

#### **Prisoner Returns to Closed Prisons**

A return to closed conditions must be accompanied by a full assessment of the prisoner's risk. This should, where possible, be performed before the prisoner is moved, however where there has been the need to move the prisoner quickly in response to an incident, it may be performed once they have returned to closed conditions. A return to closed conditions, like any increase in an individual's security category, must be based on an assessment that the risks or behaviour presented can only be managed in conditions of higher security. It is not enough to simply record that Category D is no longer suitable on the Digital Categorisation Service, the decision and reasons behind them must be recorded.

To ensure that these procedures are working correctly and consistently, the Governor of each prison must nominate a manager whose responsibility it is to perform quality assurance on the categorisation process and together with the decisions made. Each categorisation decision will also be signed off by a manager of a higher grade than that of the assessor, to help ensure that the decisions being made are the correct ones. Data presented at the Open Prisons Forum highlighted that HMP Haverigg had lowest return rate of all open prisons.

#### **Prisoner Discharges**

The Board may be aware that HMPPS' temporary accommodation service currently operating in five regions, has expanded to Wales, and our aim is to continue to roll out to other parts of the country including the North West. HMPPS also aims to increase capacity for prisoners eligible for Home Detention Curfew (HDC) as part of the service now known as Community Accommodation Services tier 2 (CAS2).

The recently created Strategic Housing Specialist role will identify and work within prisons to address and overcome barriers to settled accommodation, working closely with local authorities and other key external partners. More broadly we are continuing to work with the Department for Levelling Up, Housing and Communities to align our transitional accommodation service with its Accommodation for Ex-Offenders scheme. This supports prison leavers to better access private-rented sector accommodation and build a pathway from prison to settled accommodation.

#### **Prisoners' Property (Permissible Items)**

HMPPS is aware that there are inconsistencies across the estate with permissible items of property. The items in local facilities lists are chosen, in part, by Governors from the National Facilities List (NFL) in the Incentives Policy Framework (IPF). The NFL consists of two lists, Part 1 being items that must be



permitted to all prisoners, where requested, and Part 2 being items that governors are able to include for prisoners above Basic in their local incentives policy. It is not mandatory that items in Part 2 be available.

The freedom to select items is important as it allows Governors to tailor their local incentives policy in a way that better incentivises their prison population. All items of prisoners' property are subject to volumetric control limits.

Notwithstanding the importance of providing Governors with the necessary discretion to include Part 2 items in their local facilities list, the IPF also states that if a prisoner arrived with items that are not on the local facilities list, the receiving Governor must consider these items on a case by case basis. Unless the item(s) is considered a risk to good order, discipline, security, safety and/or exceed volumetric control limits, the prisoner should normally be allowed to retain it in-possession.

#### **Indeterminate Sentenced Prisoners (IPP)**

The Justice Select Committee published their report into the IPP sentence on 28 September 2022 following a year-long inquiry. The inquiry conducted by the Committee constituted a thorough assessment of the issues surrounding the IPP sentence and the published report contains considered recommendations for change. The Government has issued a formal response to the Committee's report, which can be accessed at <https://committees.parliament.uk/work/1509/imprisonment-for-public-protection-ipp-sentences/publications/>. The Government has accepted the Committee's recommendation to review the IPP Action Plan and is committed to publishing the outcome of that review this year. HMPPS has already begun work on this, specifically focusing on improved, clear work streams, with deadlines, and a robust overarching governance structure.

The IPP Action Plan is focused on ensuring each case has a progression pathway, is regularly reviewed, and that it is most appropriate to an individual's current needs giving each prisoner the best prospect of making progress. HMP Haverigg continues to support the progression of IPP prisoners in its care with access to the regime, and risk-assessed access to activity on licence is supported in many cases. This gives the Parole Board opportunity to consider risks on final release.



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