

# Annual Report of the Independent Monitoring Board at HMP Bure

**For reporting year  
1 August 2023 to 31 July 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 prison and the range and adequacy of the programmes preparing them for release
- inform promptly the Secretary of State, or any official to whom authority has been delegated as it judges appropriate, any concern it has
- report annually to the Secretary of State on how well the prison has met the standards and requirements placed on it and what impact these have on those in its custody.

To enable the Board to carry out these duties effectively, its members have a 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 Bure is a category C men's prison, near Norwich in Norfolk, for those convicted of a sexual offence. It has a certified normal accommodation (the number of prisoners a prison can hold without being overcrowded) of 604 and an 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 643. As of 31 July 2024, the occupancy was 641.

The prison has a provision for transgender individuals, of which there were eight as of July 2024. Its population is relatively elderly, with 41.9% of prisoners being over 50 years of age and 14% being over 70. The oldest prisoner is aged 92.

Located approximately seven miles northeast of Norwich, HMP Bure is a relatively new prison, having opened on the 30 November 2009. It is a mix of new buildings and older premises converted from HQ buildings and RAF personnel accommodation blocks of the former RAF Coltishall.

The accommodation comprises seven residential units of mostly single cells. However, there are four cells in five of the units that are used as doubles and 19 cells on residential unit 7 that are equipped to be used for double occupancy in the event of national prison population pressures.

Each cell on residential units 1-6 has integral sanitation, with the use of communal showers. There is one wheelchair-accessible cell in each of the residential units 5 and 6. All cells on residential unit 7 have integral sanitation and showers, and one is wheelchair accessible.

Other buildings on the site include the care and separation unit (CSU), healthcare department, three workshops, a learning resource centre, an administration block and a visitors' centre. A multi-use building houses the offender management unit (OMU), programme delivery services, gym, chaplaincy and multi-faith room.

The Prison Service providers are:

- Physical and mental healthcare: Practice Plus Group
- Education and skills: People Plus
- Substance misuse treatment: Phoenix Futures
- Family support services: Ormiston Families
- Catering Suppliers: Bidfood and Hovis
- Maintenance: Gov Facilities Services Limited
- Escort contractor: Serco/G4S (UK Border Force: Mitie)
- Library services: Suffolk Libraries
- Careers information, advice and guidance (CIAG): People Plus

### **3. Key points**

#### **3.1 Main findings**

##### **Safety**

- In common with our previous report, the Board has observed that HMP Bure continues to generally remain a calm and safe environment for both prisoners and staff, with low levels of violence. Safety and security appear to be taken very seriously by all members of staff.
- The Board finds that prisoners continue to be well supported throughout their stay at HMP Bure and encouraged to behave well. Access to outdoor activities, effective key work and support from other prisoners is still very much the norm. Rehabilitation is a priority and although formal education and work spaces are limited, the prison endeavours to ensure that there are other forums/activities available to encourage this.

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

- As in our report last year, the Board notes that staff and prisoner relationships appear to be good. We find that the prison is largely respectful of both prisoners and staff. Also, the elderly and disabled prisoners on residential unit 7 are well supported and generally able to participate fully.
- The key workers scheme appears to be working much better this year, but can be disrupted by staff shortages and emergency escort duties.

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

- From our observations, we continue to be satisfied that the provision of healthcare is good, with an acceptable number of visits by healthcare professionals to the prison and a well-led, fully staffed team. However, the Board notes that there is no formal medical care on site at night for the 641 prisoners, many of whom are elderly, so the prison has to rely on 111 for advice.
- One of the prison priorities this year is staff development, support and welfare. The IMB has observed a host of activities that support delivery of this priority.



## Progression and resettlement



- A resettlement service, which was introduced in the previous reporting year on residential unit 6, continues to support prisoners due to be released. During the reporting year, the service has developed contact with various employers with a view to prisoners potentially having work on release.
- The prison has employed a prison employment lead (PEL), who focuses on building links with companies that may consider providing employment opportunities for prisoners on their release. This position is funded by the prison, contrary to resettlement prisons, where additional funding is made available.
- The prison is prioritising the provision of work and education opportunities and delivers a full range of programmes.

### 3.2 Main areas for development

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

- As in our last report, we ask, once again, when will the Minister consider the re-sentencing of IPP prisoners, many of whom have been in prison far beyond their original tariff? We consider that the responses to the Justice Committee's report, from the previous government, on the treatment of IPP prisoners was disgraceful. However, we note that the current justice minister has reversed some, but not all, of the decisions. Would the current minister now consider a full resentencing exercise for the remaining IPP Prisoners?
- The Board again asks when will the Minister consider the introduction of a national minimum wage for prisoners? The rates of pay vary considerably between prisons, yet prisoners nationally must pay the same for canteen and catalogue items. Prisoners are obviously not able to leave employment to move to a higher paid job.

## **TO THE PRISON SERVICE**

- As per our last report, the Board understands that there has been an increase in the prison population nationally. Consequently, if there is to be an increase in prisoner numbers at HMP Bure above the agreed number of 641, then provision must also be made for more work for prisoners. There are not enough work opportunities for the existing number of prisoners. We are also acutely aware that there are not enough activity places at HMP Bure. Fewer than 66% of working age prisoners are engaged in purposeful activity and some prisoners say they are bored. Also, if the numbers are to increase, the existing recreational space and garden areas need to be maintained, so consideration should be given to extending the existing fencing. There is also a need to improve the regime for older and younger prisoners. How will the Prison Service address these issues?
- The Board is concerned that the prison is carrying out a resettlement function but does not receive the additional funding for a prison employment lead, available in designated resettlement prisons. How will the Prison Service resolve this inequality?
- The prison lacks CCTV, resulting in some prisoners feeling unsafe. Can consideration be made for funding to be made available to resolve this issue?
- Members of the Board attend adjudications regularly. However, the current procedure of the Governor recording everything in longhand takes a considerable amount of time and is positively archaic in the 21<sup>st</sup> century. This method of recording has two disadvantages: the Governor has little time to observe the prisoner and his reactions, as he is having to focus on writing notes; and an opportunity for better communication is lost. In the Board's view, the solution is to record everything audio/visually. This improvement should not have significant cost implications and, in the Board's opinion, needs to be undertaken as soon as possible.

## **TO THE GOVERNOR**

- The Board has noticed an increase in self-harm and this needs to be investigated by the prison.
- The Board remains concerned that education and workshop classes are underused, due to conflicting healthcare appointments and activities.
- From time to time, prisoners do not seem to understand that the approach to various items of property, mostly Xboxes, may vary from establishment to establishment. Will the Governor make it clear on reception that there are no local rules and that they are following national instructions?

### 3.3 Response to the last report

Issue raised	Response given	Progress
Residential unit 7 heating: funding provided pre-pandemic, but work not done due to Covid.	Full acceptance but work not done in financial year so funding was lost. Resubmitted for funding and decision on latest bid is due by end of financial year.	No progress.
Solar panels: fitted in 2020 with an expectation of saving money. However, they have never worked.	Discussions with contractors are ongoing. The issue continues to be raised at monthly meeting with Ministry of Justice Property Services. Issue now escalated to contractors' senior management.	Issue resolved.
In-cell telephony. When? Present phones on landings make private calls difficult.	BT waiting for ISDN circuits; 90-day time lead at end of July; should all be done by October 2023.	Issue resolved.



## **Evidence sections 4 – 7**

### **4. Safety**

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

- Reception is monitored by the Board on a regular basis. Members have observed the process on prisoners' entry to reception and found that they were assisted by trained, pleasant and welcoming officers, who helped them with paperwork.
- Serco transport a maximum of three prisoners' bags, with the remaining property following on when transport allows. Property not allowed in cells is then stored. There is often a delay in reuniting prisoners with their property.
- Prisoners are assisted by healthcare staff, who check on their physical and mental needs, as well as their required medication.
- Prisoners are also given a refreshment pack to help them until they can receive canteen (a facility where prisoners can buy snacks, toiletries and other essentials using their allocated funds) items.
- Prisoners are handed over to induction orderlies (trusted prisoners who take on work to provide services that contribute to the running of the prison), who get them settled and explain where things are, mealtimes and the ongoing Induction process. Over the following days, prisoners are looked after by the very competent and informative induction orderlies, before they move to their selected residences, based on their risk. Two new prisoners told a Board member that 'we were treated and looked after really well when we first arrived and helped to settle in'.
- The IMB conducted a prisoner survey in May 2024, which had 350 respondents (55% of the prison population). A total of 62% of respondents said they received good support through their first night.

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

- There were two deaths in custody this year, both in the local hospital.
- There were 167 incidents of self-harm, involving 44 prisoners, over the reporting year. This included one prisoner who engaged in more than 20 incidents of self-harm, mostly ligatures
- Acts of self-harm are continuing to drop and are well below average against comparator prisons. However, there was a slight increase in the last three months of the reporting period.
- Methods of self-harm vary and can include refusing food, drug overdoses and ligaturing. Most self-harm is via cuts and scratches, all resulting in an ACCT plan being opened.
- The Board also observed that many prisoners entering Bure have self-harm issues. This may well be due to anxiety, especially if newly sentenced or not having received a custodial sentence previously. Statistics show that these prisoners soon settle and their assessment, care in custody and teamwork (ACCT) plans (used to support prisoners at risk of self-harm and suicide) can be closed. In the Board's view, this demonstrates the support and care of staff and induction orderlies.
- A total of 102 ACCT plans were opened in the reporting year, which shows a

slightly rising trend, even with a decrease of ACCTs opened in June and July. Statistics show that this was due to staff observing at-risk prisoners, as well as their triggers, and opening an ACCT before the man harmed himself, so enabling the safety team to engage with him. The Board found this to be a positive move forward, which resulted in a fall in the number of actual self-harm incidents. There were 136 ACCT reviews.

- Members make regular checks on ACCT documents and have found that all observations were carried out to a good standard, as well as good comments and meaningful conversations taking place.

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

- HMP Bure continued to show low levels of violence throughout the reporting year.
- There were 74 assaults over the reporting year.
- Of the 74 assaults, 56 were prisoner on prisoner, showing a very slight rise over the 12 months. The other 18 were assaults on staff, which shows a slight decrease in the 12-month period.
- Comparator prisons to HMP Bure show an above average but downward trend for prisoner-on-prisoner assaults and a below average with a downward trend for assaults on staff.
- Referrals to challenge, support and intervention plans (CSIPs), used to support and manage prisoners who pose an increased risk of violence, have increased very slightly over the reporting year. In the Board's view, staff work hard to intervene with violent behavior and progress through CSIPs. As well as providing support outside CSIPs, there are times when no further action is required after the initial assessment takes place.

#### **4.4 Use of force**

- The Board has observed that use of force (UoF) is kept to a minimum and only used as a last resort. Officers tend to try and talk the situation down and address the issues wherever possible.
- Body worn video cameras (BWVCs) are used during a use of force incident and footage can be viewed by Board members when they haven't observed at the scene.
- The Board has no criticism of how UoF has been used by fully trained officers and found observed incidents where force has had to be used to be justified.
- The Board has observed UoF to be used only as a last resort

#### **4.5 Preventing illicit items**

- Prisoners are body scanned when they arrive at HMP Bure and mail is tested and scanned via the Ion scanner. However, Spice (a chemical compound that mimics the effects of the active ingredient in cannabis) is still a problem and the fermenting of illicit (prison-brewed) alcohol (hooch) is still happening.
- All prisoner mail is scrutinised, and suspicious mail is scanned via the Ion scanner.
- The prison has a system of checking legal mail, which cannot be opened unless approved by the Governing Governor, and it is opened with the prisoner present.

- Sniffer dogs and their handlers play a large part in the discovery of drugs and illicit alcohol.
- Prisoner visitors and their families are searched using passive dogs to identify the scent of drugs.
- Drugs such as Spice are still prevalent in the prison and come by way of smuggling or over fences. Much work is being done to try and identify the main sources of entry.
- From the Board's observations, the prison is very active in its approach to stopping drugs and mobile phones entering the prison. The prison recognises that illicit items such as drugs and phones lead to debt and violence, as well as health risks. This is highlighted in the daily briefing sheet.
- Mandatory drug testing (MDT) is carried out on prisoners, especially when they appear 'under the influence' (UTI).

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

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

- With reference to the IMB prisoner survey, 75% of prisoners said that the wings and outside association areas were kept clean and 65% said that the areas were well maintained. The IMB endorses these findings, although we are disappointed at the length of time it takes for maintenance requests to be actioned. This often involves inadequate heating systems and windows that will not close.
- The [HM Inspectorate of Prisons \(HMIP\) inspection report, of October 2023](#), highlighted the poor condition of the communal showers. The IMB understands that a bid for funding to refurbish them has been submitted but, in the interim, work has been done to improve drainage and ventilation. The accessibility of the showers is poor for prisoners with limited mobility and the IMB believes this should be addressed as a matter of urgency. Older, less mobile prisoners are located on residential unit 7, where there are in-cell showers. The IMB has observed that some of these showers are of a similar poor standard.
- There are 19 cells that are designed for one prisoner and are shared by two. This leads to very cramped conditions. We have noted that when prisoners apply to be moved to a single cell, this can take many months or more. Further enquiries revealed that the single cell process has been abandoned. The Board recognises that this may be down to the prison reaching population capacity. However, the Board is still concerned that prisoners are being treated inhumanely.
- Prisoners have access to a wing laundry to wash personal clothing and can exchange sheets weekly. The IMB notes that the majority of prisoners seem motivated to keep their cells in a clean and tidy condition.
- Only 27% of prisoners surveyed believed that the food met their needs. On perusal of the feedback forms available on all wings and the food forum minutes, it is apparent that the issue is not quality but quantity. The IMB has observed that lunchtime portions are small. Prisoners who do not have private money are unable to supplement their diet with purchases from the shop or catalogue.
- Produce grown in the gardens is used in the kitchens. The IMB noticed a glut of courgettes and lettuces, for example, and assumes that some must be wasted. We query why a greater variety of produce cannot be grown.
- The prison council has raised the issue of the number of windows with broken mechanisms, thermostatic temperature regulation and the provision of radiators for prisoners in cells where the heating has failed. Prisoners regularly raised these issues with the IMB, who are pleased that the prison has accepted the concerns and will hopefully work to resolve them before the winter. The IMB will monitor the progress of this.

### **5.2 Segregation**

- During our regular monitoring visits, the IMB observed a calm and well-managed environment. The block is clean and the accommodation well maintained. The regime is maintained, and prisoners generally report that they are provided with books and distraction packs if they request them. The

- exercise yard is well maintained, with equipment available to maintain fitness.
- Prisoners can speak to the IMB on a regular basis and rarely report problems in the way they are treated. The IMB has observed that officers will listen to prisoners and try to assist them but, where necessary, de-escalate matters appropriately.
  - HMP Bure's CSU assists other prisons, when space is available, by receiving prisoners from other establishments. This can be challenging for CSU officers, but we have observed an improvement in those prisoners' behaviors which, in our opinion, is due to the positive engagement by Bure staff.
  - Our observations note that only a small number of prisoners in the CSU are on ACCTs and, where this is the case, plans are closely monitored.
  - Adjudications (disciplinary hearings when a prisoner is alleged to have broken prison rules) are held in a room in the CSU. The IMB is satisfied that the preparation process for adjudication is followed and that it results in a fair hearing when the Board has been able to observe them.
  - The IMB has observed some reviews for prisoners segregated for reasons of good order and/or discipline. It has been observed that all the appropriate staff, such as those from the healthcare department, are invited and are present. Due to little notice being given to the IMB about when reviews take place, the Board is unable to say for certain that the time limits for reviews are adhered to.
  - Towards the end of the reporting year, the Board noticed a fall in the number of prisoners receiving cellular confinement following an adjudication where the charge was proved. Prisoners were, instead, returned to the wings on basic incentive level and losses. Although it is early days, we have been told that this is having a positive impact.

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

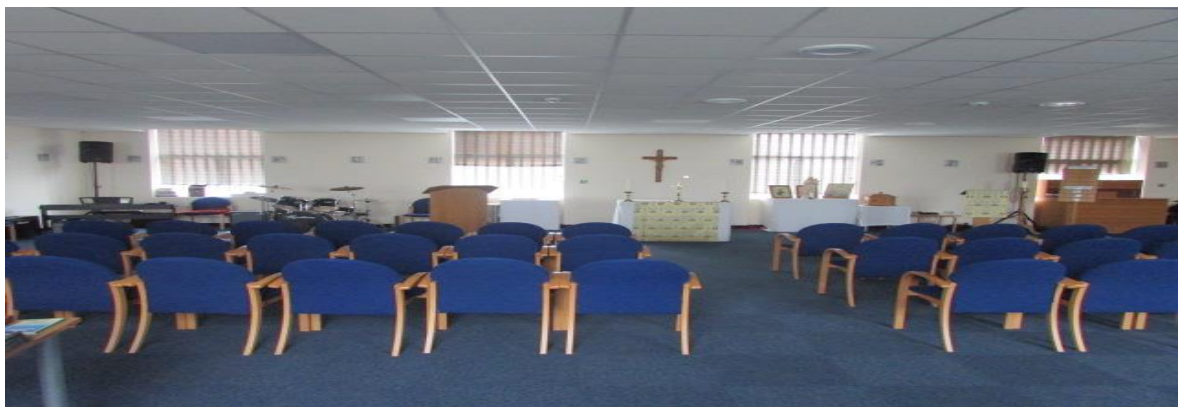
- The Board notes from the prisoner survey that 80% of prisoners said that staff treated them with respect and 66% said the staff were willing to engage and assist if they had a problem. A total of 60% said they were treated fairly. The Board observed that staff and prisoner relationships were generally good and that a rehabilitative culture was evident.
- The prison has focused on improving the quantity and quality of key work sessions and prisoners generally speak positively about them. Sessions, however, are unfortunately cancelled at short notice, due, to the number of unplanned escorts to healthcare establishments. This can be very frustrating for prisoners who have prepared for the visit.
- The daily briefing sheet confirms that key working levels have improved, and reminders are issued daily to let key workers know that the sessions and entries should meet the required standards provided by the national offender management in custody (OMiC) team. The Board has noted that key working has featured on the agenda of staff development sessions. Also, when we have reviewed the notes on C-NOMIS (the internal computer system), they appear to be a detailed and helpful record.
- The prison provides many opportunities for prisoners' voices to be heard. Some examples of this include the prisoner council meeting and a range of other forums. The council meetings are very well run by an elected chair, with much preparation beforehand to ensure that the best use is made of the time

available. The meetings are led by a Governor and other Governors or session heads invited to address specific problems. The IMB has observed that issues raised may take a considerable amount of time before a resolution is found by the prison.

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

- The equality and diversity team continues to be very active. It collates and supplies statistics, as well as organises meetings and forums and supports prisoners with equality and diversity needs and issues.
- Regular diversity and inclusion team (DIAT) meetings are held. Data and stats are shown and discussed, with the aim of making ongoing improvements.
- Prisoner reps are invited to the DIAT meetings, where they have the opportunity to speak and give their views, which are welcomed by the team.
- Regular race and disability forums are held. These are attended by a selection of prisoners and prisoner reps. The IMB also observes forums as and when they can.
- Discrimination incident report forms (DIRFs) are investigated and sent on to the Zahid Mubarek Trust (ZMT) for scrutiny. The ZMT also trains prisoner reps to assist and support other prisoners.
- The Board has observed that transgender prisoners are well supported. The team makes sure their needs are well catered for through canteen purchases such as clothes and cosmetics.
- At the end of the reporting year, the prison housed 51 foreign national prisoners. The Big Word interpreting service is available and fully used when required. In June 2024, The Big Word was used four times.
- HMP Bure housed 29 young adults, aged 21-25, which equates to 4.52% of prison's population. There were 271 older prisoners, which represented 42.67% of the prison's population.
- There was a total of 71 personal emergency evacuation plans (PEEPs). The Board asked several members of staff about PEEPs and we were shown the plans, which were in place and correct.

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



- The chaplaincy has had a vacancy for both a Church of England and Roman Catholic chaplain during the year. This has placed additional strain on the existing resources to ensure that the needs of these faiths are met.



- Volunteer chaplains have been encouraged to attend to enable some faith groups to function and arrangements are made for groups to direct their own services. The length of time taken for security checks limits the number of volunteers able to visit.
- The chaplaincy provides opportunities for many activities, although space is a limiting factor. The chaplaincy band has been reconstituted this year. They are given opportunities to practise and perform at the Sunday services.
- The chaplaincy provides pastoral support for prisoners who are in need. Full arrangements are made for prisoners to participate in close family funerals or during end-of-life care.

## **5.6 Incentives schemes**

- The incentives policy framework provides a system of privileges, which is a key tool for incentivising prisoners to abide by the rules. Most prisoners are on the enhanced level of the scheme, which is the highest available. This encourages prisoners to engage in rehabilitation, including education, work and substance misuse interventions.
- Privileges are taken away from those who behave poorly or refuse to engage. Occasionally, the IMB receives complaints from prisoners who say that they are being unfairly punished by a reduction in their incentive status (to the standard or basic level). However, our enquires have not found any evidence to support this view. Prisoners who are moved to the basic status as a punishment should receive a weekly review to consider progression. The Board has not been able to evidence this from C-NOMIS records.
- There is a published schedule of jobs and other opportunities available at each incentive level.
- It has been confirmed that there are early plans to turn residential unit 5 into a combination of young adult and super-enhanced wing. The prison council have been asked to seek the views of prisoners on their wings regarding how the super-enhanced element might operate. The IMB considers this to be a promising development and will monitor it closely in the next reporting year.

## **5.7 Complaints**

- A total of 75% who responded to the Board's survey felt that the complaints process was clear and easy to access.
- The IMB notes that the response to complaints is generally within the set timescales, although we are concerned that there does not appear to be a required timescale once an interim response is given. We have then observed that final responses are significantly delayed.

## **5.8 Property**

- Applications to the IMB regarding property issues within the prison have fallen again this year. The IMB has some concerns that once follow-on property has arrived it is not always reunited with the prisoner in a timely fashion.
- Last year, the IMB reported positive improvements in the transfer of property between establishments. This cannot be evidenced this year. The number of applications received by the Board has doubled. HMP Bure does contact the transferring prison on the prisoner's behalf, but responses are very slow.

## **6. Health and wellbeing**

### **6.1 Healthcare general**

- Prisoners can put in an application asking to see a healthcare professional. They are triaged to see the appropriate person. The IMB is aware that some prisoners believe that access to a GP is difficult but notes that appointments are available within a week. Healthcare provision is comparable to that in the community. There is a range of healthcare professionals available, including six GP sessions a week and four dentist sessions. During a monitoring visit, the Board also noted the attendance of an optician.
- The healthcare team is fully staffed and staff turnover is low. We have noted that there are opportunities for staff to progress.
- Healthcare is available from 8am to 7.30pm, Mondays to Thursdays, and 8am to 5.30pm on Fridays, the weekends and bank holidays. There is no overnight healthcare provision, so the prison relies on 111.
- The appropriate healthcare member has been observed to be present at the ACCT and GOoD (good order or discipline) reviews, although only limited observations have been possible.
- Several initiatives have been developed, including smoking/vape cessation programmes. The Board notes that there is good communication between the teams, such as wellbeing and Phoenix Futures, to ensure a holistic approach.
- The IMB congratulates the Practice Plus, HMP Bure's healthcare provider, on achieving the Gold Standards Framework award for delivering palliative care. We understand that HMP Bure was only one of two prisons in the country to achieve this.
- The IMB received seven applications regarding healthcare, including physical, mental and social care, over the reporting year. This is the same as last year.
- Our observations on the use of the complaints process are contrary to the findings of the latest HMIP report (in October 2023). Prisoners wishing to raise concerns about medical treatment can submit forms to the healthcare department for resolution. The department seeks to find an early resolution by holding face-to-face complaints clinics. The IMB has observed this to be a very fair process, where the complainant is listened to and asked to identify what they wish to achieve, and the process is clearly explained.

### **6.2 Physical healthcare**

- The Board has observed healthcare professionals, including pharmacists, attending reception when a new prisoner arrives. This is to ensure continuity of medication and awareness of physical and mental health conditions.
- When the Board speaks to prisoners, they regularly praise the provision of care received from all the healthcare professionals.
- Posters and leaflets are available throughout the prison to provide information. Screening tests similar to those available in the community are offered.
- The pharmacy is open twice each day for prisoners to collect their medication. The service is very busy but well managed and, from the Board's observations, is delivered in a very safe and professional way.
- At weekends, healthcare is provided by a team of professionals who, when observed by the Board, visit the CSU each day and attend incidents on wings to assess and treat where appropriate. Due to the older demographic of the

prison, the number of visits to hospital is relatively high. The number of unplanned visits to hospital is also partially due to the older population in the prison. This necessitates officer escorts, which, on occasion, lead to the regime being restricted. In addition, no healthcare professionals are available overnight.

- GP appointments are available usually within a week. Dentist and dental hygienist appointments are available for four sessions a week (two sessions each day).
- Whilst the Board is unable to observe patient professional interactions, due to their confidential nature, the area appears to be calm. An appointment-led system is in operation.

### **6.3 Mental health**

- From the Board's observations, the mental health provision is comprehensive. All new/transferring in prisoners are screened to ensure that existing issues are identified and follow-up care provided.
- The mental health team is fully staffed and appears to be adequate for the need within the prison.

#### **Staff wellbeing**

- Staff development, support and welfare has been one of the five prison priorities this year. The IMB has observed that many activities have been in place to demonstrate commitment to this priority.
- The IMB has noted that there has been regular staff development sessions and encouragement for staff to develop their skills and confidence.
- The Governor's weekly bulletin provides an opportunity for staff to share their experiences of working in different roles in the prison. It is also a vehicle for staff achievements and their hard work to be recognised. The IMB has observed the staff working hard.
- Monthly 'Expresso Yourself' meetings, chaired by a Governor, give staff the opportunity to voice their ideas. The response to the ideas is published in the weekly bulletin.
- Formal achievement ceremonies have been observed where staff are presented with certificates of recognition.
- A summer fair was well attended by both staff and their families. It was noted that staff expressed their appreciation for this event.

#### **Prisoner wellbeing**

- Wellbeing promotion material is displayed across the prison to ensure prisoners are aware of the service.
- The wellbeing team is shared across three prisons, with at least one member of the team based at Bure on any one day.
- The team is provided by the NHS and comprises a range of specialists able to carry out assessments and appropriate treatments.
- Prisoners can self-refer by putting in an application, or they can be referred by a wide range of prison staff.
- Provision is adequate. Waiting lists are fairly short, although this varies.
- On occasion, the team will refer prisoners to other services, such as

substance misuse services, although they will work with patients if this is only part of the challenge facing the prisoner.

- The IMB has not received any applications from prisoners dissatisfied with this service.
- The office base supplied to the team is outside the prison wire. The IMB is aware that treatment areas within the prison are very limited and often treatments have to be delivered in unsuitable venues.

#### **6.4 Social care**

- An occupational therapist (OT) is employed as part of the team, ensuring that assessments are carried out where necessary.
- Whilst the prison will provide equipment such as grab rails, the OT works with the local authority to ensure that the necessary care package is resourced. This is particularly observed on residential unit 7, where there is a significant elderly population. Wheelchairs, walkers, pill dispensers and other items are evident.
- A 'listening service' is available to all prisoners. The Samaritans facilitate the training and give support to Listeners. We note from the daily briefings and from talking to prisoners that officers will facilitate visits from Listeners, including during the night. Prisoners sometimes raise with the Board that there is a delay in Listeners arriving, but we note that this sometimes coincides with unplanned staff shortages, such as escorts to hospital.

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



- Time out of call is generally ten hours a day on weekdays, with evening association available after the evening meal. Access to the gardens increased during the reporting period.
- The gymnasium is run by enthusiastic and committed staff, who provide the opportunity for a full range of activities suited for older people, younger prisoners and those who are neurodivergent. It has been noted by the IMB that the facilities are fully utilised and available for three sessions a day and at the weekend. An example of a popular event available for all at the weekend is the Bure 5K run.
- Prisoners are put forward at the safety intervention meetings (SIM) for help

and support via a safe space provision in the evenings. The IMB believe this is very beneficial.

## 6.6 Drug and alcohol rehabilitation

- From the Board's observations, Phoenix Futures works hard in the prison to help address any drug issues prisoners may have. This is done through programmes and attendance, as shown below.

	Alcoholics Anonymous	SMART	Recovery gym	Mindfulness	Totals
August 2023	2 x 19		2 x 11		4 x 30
September 2023	1 x 11		3 x 12		4 x 23
October 2023	2 x 12		5 x 19		7 x 31
November 2023	3 x 20		2 x 13		5 x 33
December 2023	1 x 9		1 x 4		2 x 13
January 2024	2 x 13		2 x 3		4 x 16
February 2024	1 x 5		2 x 6	3 x 14	6 x 25
March 2024	2 x 11		3 x 9	4 x 15	9 x 35
April 2024	1 x 6		1 x 3	4 x 15	6 x 24
May 2024	1 x 6		3 x 18	1 x 3	5 x 27
June 2024	2 x 8	2 x 15	4 x 13	4 x 11	12 x 47
July 2024	2 x 10	1 x 5	5 x 32	4 x 11	12 x 58
<b>Totals</b>	<b>20 x 130</b>	<b>3 x 20</b>	<b>33 x 143</b>	<b>20 x 69</b>	<b>76 x 362</b>

	Hooch (illicit alcohol)	UTIs	Spice	Other drugs	Meds	MDTs	TOTALS
August 2023	6	5	2	0	6	9	28
September 2023	0	0	1	1	2	1	5
October 2023	0	0	0	0	1	3	4
November 2023	7	0	2	1	0	0	10
December 2023	5	0	2	0	1	4	12
January 2024	1	1	0	0	3	3	8
February 2024	1	0	0	0	1	0	2
March 2024	1	0	0	0	1	0	2
April 2024	1	5	2	0	2	1	11
May 2024	3	1	0	0	3	0	7
June 2024	3	4	2	2	1	0	12
July 2024	0	3	0	1	3	4	11
<b>TOTALS</b>	<b>28</b>	<b>19</b>	<b>11</b>	<b>5</b>	<b>24</b>	<b>25</b>	<b>112</b>

- The above shows hooch, or alcohol illicitly brewed in the prison, to be a problem, alongside the trade in prescribed medicines. These also lead to debt and violence.

- Alcoholics Anonymous (AA) started in June 2023, with meetings twice a month, held by an external speaker. The Board has monitored these meetings and found them to be useful and open.
- Phoenix Futures attends the visits' centre to raise awareness with families and other visitors of the support and help given to prisoners.
- Last summer, nine volunteers were trained as mentors. This has now been reduced to two paid 'roaming' roles, so that better oversight support and training can be given.

## **6.7 Soft skills**

- A range of activities are available to benefit prisoners' wellbeing and reduce boredom. Examples of these are a fortnightly 'cameo' session, where the band performs on unit 7, plus provision for the band to practise for the Sunday service, and the opportunity to produce, edit and publish a prison magazine.
- During the reporting year, activities have been organised on wings by officers to support and raise money for various charities. An example of this was a cake sale to raise funds for Macmillan Cancer Support.
- Most residential units publish a host of activities available on each unit. Examples of these include quizzes, darts, pool and card and board games.



## **7. Progression and resettlement**

### **7.1 Library, education**

#### **Library**

- An Ofsted Progress Tracker report in June 2024 described the library at HMP Bure as an example of best practice. IMB observations provide examples that concur with this description.
- The average footfall for weekly visits to the library is 354 and monthly average active library users is 85.30% of the prison population.
- The library is well stocked with resources, ranging from those that support educational courses to books available for emergent readers.
- The library manager is supported by a part-time library learning assistant and five orderlies who are trained. The IMB has observed that the orderlies are enthusiastic, committed to maintaining the resources and able to enhance the experience of library users.
- Initiatives introduced and reported on last year have continued. Examples include 'Bookworms', a group for emergent readers, creative writing groups and games.
- Initiatives introduced this year include film nights, designing and producing Christmas cards, making pop-up books and a board game afternoon. The IMB observed that these were well attended.
- The library is considered by the IMB to provide a purposeful environment, enhanced by topical and educational displays such as Holocaust Memorial Day and Black History month.
- Additionally, there are two smaller satellite libraries on two wings, which are staffed by volunteers.
- The IMB is concerned that the library is a resource that is closed when there are staff shortages.
- The IMB is concerned that the library is an important resource that is used too often as a soft target in search of staff for escort duties.

#### **Education**

- As part of the unannounced HMIP inspection in October 2023, Ofsted reported on education, skills and work activity.
- Ofsted assessed that the overall effectiveness outcome was inadequate. The prison's senior leadership team (SLT) has devised a plan to work on the points raised in the inspection report. The IMB has started to monitor the impact of this.
- A total of 42% of prisoners who responded to the IMB prisoner survey said it was difficult to get a place on an education place and 27% said they didn't know that they could apply for an education place.
- Education is delivered in a dedicated learning resource centre (LRC). In the Board's view, the classrooms are too small and limit the numbers that can be accommodated on each course.
- There is a purposeful atmosphere throughout the LRC. Tutors are observed to be skilled in their subject areas, adapt published learning resources to meet the needs of individuals and maintain attractive displays in classrooms, alongside learning walls.

- Learning mentors are effectively used, sometimes directly teaching alongside tutors, and sometimes supporting individual learners.
- During the earlier part of the reporting year, the IMB raised a concern that classes seemed to be undersubscribed. Healthcare appointments, programmes and other activities conflicted with the sessions. The Board continues to be concerned that this remains the case. The Board has also observed that prisoners turn up and are sent back to the wing because they are not needed. We query whether this is best use of the limited number of spaces available.
- Much work has been done since the HMIP inspection to improve the sequencing database. Allocations' efficiency is now regularly over 90% maximum capacity. As a result of this, more prisoners can access the appropriate level of education, skills and work opportunities.
- The budget for formal education did not increase during the contract year. There has been a focus on providing opportunities to achieve L2 Functional Mathematics and English to ensure that more prisoners have the literacy and numeracy skills to enhance training and employment routes on release. The Board notes that this has led to the reduction of other courses and, in particular, Level 2 - and beyond - qualifications.
- There are opportunities to complete online learning, including professional educational training and the Open University. Sessions are allocated to assist these learners, the LRC endeavors to make desktop computers available when they are not in use, and a small number of laptops are allocated to Open University learners to continue their work in their cell.

## 7.2 Vocational training, work

- A total of 65% of the prisoners surveyed said that there was insufficient vocational or skills training available. Vacancies are advertised to prisoners and there is a clear application route.

<b>Status at end of reporting year-roll = 641</b>	<b>Number</b>	<b>%</b>
Employed	438	68.8%
Unemployed	12	1.8%
Retired Long-term sick	87	13.6%
Attending education/Vocational training	200	31.4%
Attending programmes	40	6.2%

- Many of the above opportunities are part-time and the IMB notes that many prisoners are bored and frustrated by the amount of time they spend on the wings.
- Workshops 1 and 2 are limited by health and safety regulations in the number of learners they can accommodate. The qualifications available are valuable for future work opportunities.

<b>Qualification</b>	<b>Awarding body/level</b>	<b>Currently in place</b>	<b>Work place number</b>
Mig & Tig welding	City & Guilds Level 1	Yes	14
Stainless steel and aluminium welding	City & Guilds Level 2	Yes	
Certificate in skill working in engineering	Aims Level 1	Yes	14
Warehousing and storage skills	City & Guilds Level 2	Yes	Variable – outreach qualification delivered into workshops as appropriate
Practical horticulture	City & Guilds Level 1	Yes	28
Practical horticulture	City & Guilds Level 2	No – being developed	
Certificate in Waste Management and Recycling	WAMITAB (waste management training and advisory board) Level 1	No – instructor awaiting training to deliver	10

- When benchmarked against other prisons, the productivity of the workshops exceeds the key performance indicators.
- Workshop 3 provides employment for those with less mobility and for prisoners who are neurodivergent. Activities available include recycling, preparing breakfast packs and making items that the prison can sell and bring funding into the prison. The Board has noted the social benefits of this type of work.
- When the Board has been able to observe, learners in the workshops appear fully engaged and complete their continual assessment folders with pride.
- Opportunities to read for pleasure are provided in all workshops during break times, as part of the prison strategy to encourage and promote reading. The reading strategy was launched in 2022. The prison is working on an updated version to reflect the changes that have since taken place. In July 2024, it introduced a bi-monthly reading improvement group meeting to monitor and progress the ongoing reading agenda drive.
- The IMB has observed tutors who are skilled and experienced and encourage learners to achieve the qualifications available.
- The gardens at Bure are immaculate. Produce is grown, which supplies the kitchens, as well as flowers and scrubs, which are very attractive. A Level 1 in Practical and Horticulture skills is available.
- The prison hopes to trial a plastics recycling partnership with Elite, undertaking on-site recycling for JD Sports. This will be in the area previously used for the brick laying course and will increase workspaces by 10-15

places. The IMB will be monitoring the progression of this initiative.

- All kitchen workers are required to achieve the Level 2 Food Hygiene qualification and the Level 2 Food Passport.

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

- During the reporting year, the offender management unit (OMU) has functioned while carrying staff vacancies. This had added additional workload to staff, who already have a very high allocation of prisoners. To assist, two additional co-prison offender managers (POMs) have been seconded.
- On arrival at HMP Bure, all prisoners are assessed by a POM within two weeks. The sentence plan, if they have arrived with one, is assessed alongside the prisoner, unless they choose not to engage.
- Some prisoners are disappointed with the frequency with which they see their POMs. All sentence plans are reviewed at least annually, although those reaching parole and resettlement will receive intense intervention.
- All prisoners can apply to receive an additional copy of their sentence plan. In response to prisoners indicating in the IMB survey that they were unaware of the content of their plan, we believe the prison has responded by reissuing plans to all prisoners.
- The focus is on rehabilitation at all times and great efforts are made to direct prisoners into education and work.
- HMP Bure is a specialist prison offering offender behaviour programmes to people with convictions for sexual offences. A range of accredited programmes are delivered, including Horizon and Kaizen, which meet different risk levels.
- Adapted forms of both these programmes are available for prisoners with learning disabilities and learning challenges.
- The Horizon programme is completed within a time frame of approximately three months and Kaizen over six months. A further maintenance programme is available for those who have completed the initial programmes but may need further support. A healthy sex programme is delivered on a one-to-one basis by psychologists.
- Programmes are delivered by an experienced team comprising officers, facilitators and psychologists. The accommodation is suitable for the purpose and the walls are appropriately adorned with prisoner work, albeit with means to keep it confidential. Programmes are delivered on three mornings a week, with sessions between 8.30am and 11.30am. There may be some one-to-one work, as well as group sessions. Additionally, programme awareness training is available for other staff during staff development sessions.
- The Board has spoken to many prisoners who are frustrated that they may have been transferred to HMP Bure in the expectation that they will be able to attend a programme.
- The transfer may be a distance from their families and thus puts pressure on maintaining family connections.
- We accept that the prison must adhere to national guidelines, which state that priority is given to those individuals who are close to release. During the reporting period, prisoners will not generally be eligible for assessment for a programme unless in the 18-24 month pre-release period. The Board has spoken to prisoners who are significantly demotivated, as they are concerned

that delays in completing a programme will adversely affect their parole.

- A new streamlined assessment process has been introduced during the reporting period and that should speed up assessment. A group of mentors on each wing should be available to help answer questions about progress and delays. However, this appears to be in the early stages and has not been observed during our monitoring.
- Whilst we have not directly observed a programme in practice, due to the sensitivities and confidential nature, we have been told by many prisoners that they feel the programmes are relevant and very beneficial.

#### **7.4 Family contact**

- The family contact centre is managed by Ormiston.
- The reception centre is outside the secure area of the prison and visitors are escorted in. The reception centre is attractive and welcoming, and the Board has observed that the staff are passionate about their work. They arrange all supervised visits and answer questions. A leaflet explaining the process and expectations is emailed to each visitor in advance.
- We have observed staff engaging children and families in activities such as designing football strips during the Euros and organising a 'sports day' within the visits' hall. Staff organise age-appropriate toys in the visits' hall and the reception area.
- Staff work closely with the prison to provide both hot and cold food. We have observed this being served, café-style, from a counter managed by prisoners.
- HMP Bure prisoners come from many areas of the country, so social visits to the prison often involve challenging journeys. In addition, the prison is in a rural area and public transport is limited. To help to mitigate this, the prison puts on a bus service every three weeks, on a Saturday, from Norwich.
- Staff schedule social video calls, which are very popular. The prison has recently extended the time for calls and scheduled additional sessions to promote as much family contact as possible.
- Due to the nature of their offences, many prisoners have no contact with their immediate families, or contact is not allowed. The Board acknowledges that this is a challenge for the prison.
- The Ormiston staff have introduced 'visitor experiences' and there is a waiting list for this. Additionally, staff arrange the network of prison visitors.
- Another innovation we have observed is the Reading for Dads, where fathers and carers record a DVD for their children who may have limited contact.
- Ormiston staff enter the prison when they can to speak directly to prisoners and encourage the value of building family links where possible. We understand this to be a recent innovation.

#### **7.5 Resettlement planning**

- HMP Bure releases, on average, ten prisoners a month into the community, despite it being a training rather than a resettlement prison.
- As reported last year, a resettlement service was introduced on residential unit 6. This is to provide support for prisoners within 12 weeks of release. It has been noted that many prisoners choose to remain in their current location in the prison during this time but receive similar support. Each wing has a resettlement folder in the hubs and the four induction and resettlement

orderlies ensure these are kept up to date.

- Invitations are sent out for meetings with partner organisations and resettlement boards. The board involves a multi-agency approach, including, the strategic housing specialist, the Department for Work and Pensions (DWP), Forward Connect (to assist in the transition of medical care), community probation, Phoenix Futures and Change, Grow, Live (a charity to assist with substance misuse). Other agencies are also involved.
- The IMB is pleased to report that prisoners are not released on a Friday. In many cases, 100% of prisoners are housed on the first night. The Board is concerned that those with no licence conditions are released without housing. This is out of the prison's hands, with probation having no duty to house them.
- A dedicated prison employment lead (PEL) has been appointed within the reporting period, who will seek out a greater number of employment opportunities and build relationships with employers. It must be noted that building such links is challenging, due to the nature of the offence. It is too early for the IMB to report on the impact of this appointment, but we will continue to monitor the situation in the coming year.
- During the reporting year, an employment fair was arranged. A comment noted by the IMB at a prison council meeting was that the opportunity to attend this was greatly appreciated by the prisoners.
- An HGV (heavy goods vehicle) careers' event has been fully subscribed. Possible employment opportunities may arise from this event. The aspiration of the prison employment lead is to arrange similar careers events on a two-monthly basis.
- The IMB firmly believes that the resettlement activities are vital and note that all the efforts the team has, and continue to put in, are within the constraints of a very limited budget.



## 8 The work of the IMB

### Board statistics

Recommended complement of Board members	12
Number of Board members at the start of the reporting period	8
Number of Board members at the end of the reporting period	5
Total number of visits to the establishment	314

### Applications to the IMB

Code	Subject	Previous reporting year	Current reporting year
A	Accommodation, including laundry, clothing, ablutions	23	15
B	Discipline, including adjudications, incentives scheme, sanctions	5	8
C	Equality	0	14
D	Purposeful activity, including education, work, training, time out of cell	5	4
E1	Letters, visits, telephones, public protection, restrictions	6	35
E2	Finance, including pay, private monies, spends	7	10
F	Food and kitchens	2	3
G	Health, including physical, mental, social care	7	7
H1	Property within the establishment	11	9
H2	Property during transfer or in another facility	14	26
H3	Canteen, facility list, catalogues	4	1
I	Sentence management, including HDC (home detention curfew), ROTL (release on temporary licence), parole, release dates, recategorisation	10	13
J	Staff/prisoner concerns, including bullying	6	11
K	Transfers	9	12
L	Miscellaneous	0	5
	<b>Total number of applications</b>	<b>109</b>	<b>173</b>



## SURVEY FROM THE IMB FOR ALL PRISONERS

Return the survey in the envelope provided and put in the Complaints Box by 24 May 2024



The IMB is unable to speak to all prisoners but would still like to hear about the experience of all. If you have any questions, information may be available from the wing hubs, or you can catch a member of the IMB during their regular visits.

**You may remain anonymous, and all information provided will be kept confidential.** However, if you do wish to speak to anyone about your answers, please put your name and number on this form and a member of the IMB will come to see you.

**Numbers in Red are the percentage of 55% (350 surveys returned)**

1	If you have recently arrived at HMP Bure, and you missed the main mealtime, were you given a refreshment pack?	Yes 15	No 14	N/A 68
2	Were you given information that helped you through the first night?	Yes 62	No 30	N/A 4
3	Have you experienced any form of bullying/victimisation from other prisoners at Bure?	Yes 35	No 61	
4	Have you experienced any form of bullying/victimisation from staff?	Yes 33	No 67	
5	Do most staff treat you with respect?	Yes 80	No 20	
6	Do staff show a willingness to engage and assist you if you have a problem/issue?	Yes 66	No 31	
7	In the last week has any member of staff talked to you about how you are getting on?	Yes 45	No 54	
8	If you are on, or have been, on an ACCT, did you feel cared for?	Yes 17	No 28	Don't know 54
9	Is it easy or difficult to speak to a listener if you need to?	Easy 39	Difficult 10	N/A 48
10	Have you had any problem sending or receiving letters?	Yes 36	No 59	

11	Do you think the process for applying for a visit is fair? (Including video visits.)	Yes <b>60</b>	No <b>26</b>	N/A <b>5</b>
12	Do you feel you have been treated fairly on the IEP scheme at HMP Bure?	Yes <b>57</b>	No <b>31</b>	N/A <b>4</b>
13	Is there a forum for prisoners and officers to be able to review the incentive scheme?	Yes <b>17</b>	No <b>11</b>	Don't know <b>73</b>
14	Is the complaint process clear?	Yes <b>71</b>	No <b>26</b>	
15	Can you make a complaint easily?	Yes <b>81</b>	No <b>17</b>	
16	Do you feel you are treated fairly at HMP Bure?	Yes <b>60</b>	No <b>37</b>	

Numbers in **red** are the percentage of the surveys returned (54%) or 350 prison surveys.

17	What do you think about the overall quality of Healthcare at HMP Bure?	Good <b>56</b>	Poor <b>36</b>	Don't know <b>6</b>
18	If you need to, is it easy to speak to a mental health/substance misuse worker?	Easy <b>22</b>	Difficult <b>28</b>	Don't know <b>40</b>
19	Are you able to spend at least 10 hours a day outside of your cell?	Yes <b>62</b>	No <b>34</b>	
20	If you want to do an education course, is it easy or difficult to get a place?	Easy <b>30</b>	Difficult <b>42</b>	Don't know <b>27</b>
21	Do you consider that there is sufficient vocational or skills training available?	Yes <b>13</b>	No <b>65</b>	Don't know <b>20</b>
22	Have you been provided with an in-cell activity pack?	Yes <b>28</b>	No <b>67</b>	
23	If you have been provided with an in-cell activity pack, was it useful?	Yes <b>23</b>	No <b>35</b>	N/A <b>41</b>
24	If you want a job, is it easy or difficult to get a prison job?	Easy <b>31</b>	Difficult <b>44</b>	Don't know <b>21</b>
25	Have you had contact with your Offender Manager in the last 3 months?	Yes <b>45</b>	No <b>53</b>	
26	Do you know what your custody plan objectives are?	Yes <b>34</b>	No <b>63</b>	
27	If you are due to be released in the next 3 months, is anyone helping you to prepare for your release? (e.g probation, offender manager, resettlement)	Yes <b>5</b>	No <b>10</b>	N/A <b>80</b>
28	Is prison information easy to read and understand?	Easy <b>70</b>	Difficult <b>27</b>	
29	If English is your second language, is a translation into your first language offered?	Yes <b>15</b>	No <b>19</b>	N/A <b>58</b>
30	If you believe you have any form of disability, do you feel reasonable adjustments are made for you?	Yes <b>19</b>	No <b>30</b>	N/A <b>46</b>
31	Does the prison cater for your needs if you are at retirement age or older?	Yes <b>25</b>	No <b>32</b>	N/A <b>46</b>

32	Does the prison cater for your needs if you are below retirement age?	Yes <b>32</b>	No <b>43</b>	Don't know <b>8</b>
33	Do you think that the food provided by the prison meets your needs?	Yes <b>27</b>	No <b>69</b>	
34	Do you consider that the wings are kept clean?	Yes <b>75</b>	No <b>24</b>	
35	Do you consider that the wings are well maintained?	Yes <b>55</b>	No <b>41</b>	
36	Do you know what the IMB (Independent Monitoring Board) does when it visits prison, and do you know how to contact them?	Yes <b>53</b>	No <b>46</b>	



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