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REPORT
on the work of the
PRISON DEPARTMENT
1978

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FOREWORD

Like many other official publications on public administration, annual reports on prison administration tend to reflect central preoccupations with resources and policy development, when they are not otherwise recording long established activity in familiar terms and figures. Necessary as such reports are to account for the main threads of general development, they often fail to reflect realities at the operational level and the efforts and achievements of management and staff in the front line. I am keenly aware that this Report on 1978, like its predecessors, is open to this criticism.

But there is another important omission. This is the absence from these pages of an analysis of the accumulated problems surrounding the prison service that led the Government last November to establish the Inquiry into the UK Prison Services. The reason for this is simple. Once the Inquiry was set up, there was an overriding obligation to prepare and provide detailed written and oral evidence on a most extensive range of topics. In the course of that effort it became clear that it would not be practicable, within the compass of a conventional Annual Report, to present an appraisal of our service's many problems and their implications in adequate depth and detail. I am glad to say that arrangements have been made to publish in full the Government's evidence to the Inquiry. I hope that those to whom the work of the prison service in England and Wales is an important concern will find that we have made a vigorous and responsible contribution to the Inquiry's work.

Confined as it is largely to the period before the Inquiry got under way, this Report hardly begins to herald the likelihood of major change. I am sure, however, that the studies being carried out by Mr Justice May's Committee will prove to be a turning point as decisive as any of the major reviews completed within the past hundred years of the service's history. Some indication of that change may be evident in the Annual Report for 1979—even, perhaps, in its format. For all the darker clouds which gathered over it in the course of the year, 1978 closed with more than a hint of better times to come. This is a time of change for the prison service. It is for all of us to ensure that the opportunity now afforded us is used to the full.

D J TREVELYAN

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Chapter One

INTRODUCTION

1. Two major events distinguished 1978 for the prison service. Looking backward, the service commemorated the centenary of central administration under successive Home Secretaries begun by the Prisons Act 1877. Looking forward, the service (with the prison services for Scotland and Northern Ireland) became the subject of an independent and wide-ranging inquiry established under the chairmanship of Mr Justice May. It was a matter of chance that the two developments coincided, the one concerned with the past and the other with the future. With the prison service facing some of the worst problems of its history commemoration of its centenary might have seemed something of an irrelevance. In fact, it came at an opportune time, providing an occasion to take stock of past progress and achievement and new confidence to take advantage of the impetus of the May Inquiry and move forward from current difficulties.

2. The centenary itself was officially marked by two central events while many local functions were successfully arranged on the initiative of individual establishments without charge to public funds. On 4 July an ecumenical service of thanksgiving and dedication was held in Westminster Abbey. This was attended by Government Ministers and members of Parliament, serving members of the prison service nominated to represent their establishments, headquarter and regional staffs and many individuals invited in a representative or personal capacity to acknowledge the wider public interest in the centenary among those associated with the work of the prison service. Readings were given by selected representatives of the prison service and the Director General; Bishop Harris, Auxiliary Roman Catholic Bishop of Liverpool and a former full-time prison chaplain, preached the sermon.

3. On 21 July the prison service was honoured by a visit from Her Majesty the Queen. This occasion which, for convenience, was organised at the Officers Training School at Leyhill in Gloucestershire, brought together representatives nominated by each establishment, regional office and headquarters. In an atmosphere of relaxed informality Her Majesty met members of the service and their families and was entertained to a varied programme of events, including displays by the prison dog service and a parade of Suffolk Punches from the Colony Stud at Hollesley Bay. One of the main features of the programme was an historical exhibition of memorabilia and other material which outlined the development of the prison service since its formation.

4. The story of a prison service working under unremitting pressure has been told and retold in annual reports for many years. As later chapters of this Report illustrate in detail, the pressures did not ease in 1978. In July 1978 the House of Commons' Expenditure Committee published a report entitled "The Reduction of Pressure on the Prison System" containing a series of recommendations aimed at easing the situation by reducing the number of people sent to prison as well as by improving conditions for staff and prisoners.

5. As generally acknowledged, the service's difficulties mainly stem from the challenge of a large and increasingly difficult prison population; inadequate and ageing premises; severe overcrowding throughout the system; and a serious shortage of essential staff.

6. Against this background the tensions within the prison service that had contributed to increased industrial action in the previous 5 years were sharpened by new areas of dispute about working conditions. It was in face of that situation that the Home Secretary announced in November 1978 the Government's decision to set up the Committee of Inquiry into the United Kingdom prison services to inquire into the causes of existing troubles, taking account of the pressures on the system and to make recommendations about the pay of the prison services, particular problems in regard to certain allowances, conditions of service and the structure, organisation and management of the prison system. The Committee's membership and detailed terms of reference are listed in Appendix 5. The Committee is expected to report during 1979.

Chapter Two

POPULATION AND COST OF THE PRISON SERVICE

Population

7. The average daily population in 1978 was 41,796, the highest so far recorded and 226 above the 1977 average of 41,570. The population was at its greatest in mid-March when it reached 42,370 (only slightly below the all-time peak of 42,419 in October 1976). For the rest of the year it fluctuated between 41,000 and 42,000 before the normal seasonal fall in December when it dropped to 40,523. The number of females in custody reached a new peak of 1,468 in mid-November (see Chapter Nine for further commentary).

8. The following table shows how the population in 1978 was made up and the peak attained in each category during the year.

Table 1. Prison Population in 1978

	Average		Highest	
	Males	Females	Males	Females
Prison (including remand centres):				
(a) awaiting trial or sentence	5,344	287	5,663	331
(b) sentenced (adults)	24,771	797	25,131	837
(c) sentenced (young prisoners)	2,330	81	2,450	91
(d) non-criminal prisoners	585	19	727	32
Borstal	5,489	203	5,704	214
Senior Detention Centre	1,241	—	1,360	—
Junior Detention Centre	649	—	721	—
	40,409	1,387	—	—

Comparison with 1977

9. The following table compares the average population in 1978 with that for 1977:

Table 2. Comparison of Daily Average Population 1977-78

	Males			Females		
	1977	1978	% change	1977	1978	% change
Prison (including remand centres):						
(a) awaiting trial or sentence ..	5,002	5,344	+6.8	279	287	+2.9
(b) sentenced (adults)	25,051	24,771	-1.1	765	797	+4.2
(c) sentenced (young prisoners)	2,180	2,330	+6.9	79	81	+2.5
(d) non-criminal prisoners	615	585	-4.9	15	19	+26.7
Borstal	5,578	5,489	-1.6	220	203	-7.7
Senior Detention Centre	1,166	1,241	+6.4	—	—	—
Junior Detention Centre	620	649	+4.7	—	—	—
	40,212	40,409	+0.5	1,358	1,387	+2.1

Distribution of Population

10. Appendix 3 at page 61 gives the distribution of persons in custody among the several types of establishment in the prison system and provides the average and highest population figures in 1978 for each prison service establishment during the year.

Cell Sharing

11. There was sustained pressure of demand on accommodation in local prisons and remand centres and cell-sharing increased slightly in both men and women's establishments. The following table shows the highest number of men and women located two or three to a cell in each of the years 1969-1978:

Table 3. Inmates sleeping two or three in a cell

Highest Totals:	Totals	Three in a cell	Two in a cell
1969	10,539	7,653	2,886
1970	14,174	9,288	4,886
1971	14,450	8,238	6,212
1972	13,737	6,609	7,128
1973	12,609	4,221	8,388
1974	14,146	4,122	10,024
1975	15,640	5,298	10,342
1976	16,435	5,709	10,726
1977	15,990	4,950	11,040
1978	16,098	5,082	11,016

The cost of Running the Prison Service

12. The statement of expenditure in 1977-78 which appears in Appendix 4 on page 76 shows that the average cost of maintaining an inmate in custody during the financial year was £4,923 and provides details of expenditure on different aspects of the service in four categories of establishment. This chapter provides additional information and draws attention to the main considerations which determine expenditure in the prison service.

13. Planned expenditure is reviewed annually in the Government's Public Expenditure Survey, Supply Estimates are approved by Parliament, and expenditure throughout the year is monitored and controlled by normal Government accounting procedures. There are two major factors influencing prison service expenditure. First, because the service must be provided for every person committed to custody by the courts, a high proportion of the expenditure is inescapable and is determined by factors outside the direct control of the Department. Secondly, inmates require constant supervision and control, so making the service manpower intensive.

14. While the prison service must expect to be affected by prevailing government economic policy, it is particularly difficult to reduce current expenditure on prisons when constraint is required. The employment of nearly 24,000 staff generates a wages bill which accounts for about 80% of net current expenditure. Service to the courts, the escort and conveyance of prisoners, security and control and the continuous provision of facilities for education, training, employment, feeding, clothing and welfare of some 42,000 inmates involve recurrent costs which are not amenable to significant variation by policy changes.

15. It is also extremely difficult to make accurate predictions of likely changes in the demand for prison services. It is often assumed, mistakenly, that a fall in the total number of inmates in custody would produce an immediate and direct saving on prison costs. The truth is that although a substantial and sustained reduction in the prison population, sufficient to allow the closure of some sub-standard accommodation, would reduce the cost of running the service a modest rise or fall in inmate numbers has little effect beyond marginal changes in the cost of food and clothing. On the other hand, even a small increase in the number of dangerous terrorists in custody might lead to a significant rise in current expenditure.

16. The Department normally responds to enquiries about the cost of keeping an inmate in custody by quoting an average weekly cost. This is obtained by dividing the net current expenditure for the financial year by the daily average population for that period. However, the result – an average of some £95 a week in 1977–78 – tells only part of the story. It does not reveal the cost differences involved in providing appropriate regimes and staffing levels at establishments which hold different types of inmate, or the effect of high levels of overcrowding in some establishments. The following table shows the average weekly cost in 1977–78 of keeping an inmate at each of the seven different types of establishment. The calculation has been made by dividing the year's net current expenditure attributable to those categories by their daily average populations:

Table 4. Average weekly cost of custody, 1977–78, by type of establishment

	£
<i>Establishments for males</i>	
Six Category A/B dispersal prisons	187
Other closed training prisons	91
Local prisons and remand centres	85
Open prisons	72
Borstals and YP centres	104
Detention centres	104
<i>All female establishments</i>	127

17. These figures do not show the marginal cost of maintaining an inmate in custody but they broadly indicate the relative costs of different types of custody. It should be noted that the calculations are based on net expenditure from public funds. The costs would be higher if many Departmental requirements were not met by prison workshops and farms.

18. While average weekly costs provide an insight into the cost of running different parts of the prison system, they do not provide an accurate guide to performance in different years because they are not at constant prices. Obviously in a period of general inflation more has to be spent each year simply to maintain the same level of service. As the components which make up average weekly costs are so varied, and therefore subject to a range of price changes, it is difficult to compile an accurate index of comparison between one year and another. Examination of pay and price changes in larger groups of expenditure suggests that although net current expenditure on prisons in 1977–78 was 12% higher than in the previous year about 8½% of this increase was due to the effects of inflation.

Chapter Three

STAFFING

Operational Aspects

19. The allocation of additional funds for prison service manpower in 1978–79 announced by the Chancellor of the Exchequer in his Budget statement in April 1978 ensured that considerably more manhours (the combination of prison officers' conditioned hours and their overtime) were available to operate the service than in 1977–78. On the face of it this additional provision should have enabled individual establishments to move further towards the restoration of activities which it was necessary to curtail in 1976 when the prison service was required to make its contribution to restraints in central government expenditure (paragraphs 13 and 14 of 1976 Report). But increasing demand resulting from the continuing expansion of court and escort commitments and other pressures in the system, combined with the recruiting difficulties referred to in paragraph 20 below, meant that there could be no reduction in the amount of overtime worked by prison officers and permitted little further development to the limited progress in the area of activities achieved in 1977.

Recruitment

Recruitment of Prison Officers

20. The total of 950 prison officers recruited was disappointing. The number of initial enquiries and applications was lower than in 1977 and about the same proportion of those who appeared before selection boards were found suitable. National press advertising continued to be the main source of prison officer recruitment. Other recruitment activities included liaison with the armed forces' resettlement centres and local employment offices; and the service was represented at careers exhibitions and displays.

21. With recruitment falling below the level sought in 1976, 1977 and 1978 the volume of advertising has been increased substantially—£334,245 was spent on press advertising in 1978 as against £220,837 in 1977—and there is evidence by early 1979 that it resulted in a considerable rise in the number of enquiries. It is too early to say whether this will bring about the necessary improvements but it is encouraging.

22. The following table gives figures for 1978 and the three previous years.

Table 5. Recruitment of Prison Officers

	Year	Number of enquiries received	Number of completed applications	Number who joined for training	Number who joined on completion of training*
Men	1975	28,421	12,410	1,567	1,660
	1976	18,806	7,922	714	920
	1977	33,037	11,024	981	785
	1978	28,354	8,162	806	375
Women.....	1975	4,270	1,042	123	130
	1976	7,289	1,609	86	75
	1977	13,994	2,143	163	127
	1978	10,130	1,324	133	175

*Includes recruits besides those who joined for initial training, e.g. former prison officers returning to the service.

23. The number of prison officers lost through retirement, resignation, promotion out of the class, or from other causes was 691 (against 623 in 1977 and 637 in 1976). The net increase in trained prison officers over the year (including regradings within the service) was 259.

Recruitment of Other Classes

24. Among the full-time appointments made during the year were 268 administration group staff, 63 civilian instructional officers, 17 nursing staff, 7 medical officers, 8 chaplains, 9 psychologists, 5 psychologist assistants, 1 chief pharmacist, 4 pharmacy technicians and 1 occupational therapist aide. It is difficult to recruit enough medical officers, chaplains, nurses and instructors to fill all vacancies. In a bid to improve the recruitment of medical officers it has been planned for 1979, in conjunction with the Civil Service Commission, to hold more frequent open competitions for medical officers and to improve the advertising relating to the competitions.

Recruitment of Governor Grades

25. There were 28 appointments to the grade of Assistant Governor class II. Of these, 9 men and 1 woman were selected from the competition limited to the prison officer class and 12 men and 6 women were appointed from the open competition. During the year 5 assistant governors resigned and 1 former assistant governor rejoined.

Commendations

26. 11 members of the prison officer grades were officially commended by the Home Secretary for their courage and devotion to duty. One of them removed a knife from a hostile and aggressive inmate at Parkhurst; 6 played an important part in the evacuation of prisoners during the very serious fire at Chelmsford Prison; and 4 displayed particular devotion to duty at Dartmoor in maintaining

services and security under the most arduous conditions when the prison was cut off by blizzards and heavy snowfalls. 91 other officers received official recognition for meritorious conduct beyond the call of duty.

Table 6. Prison Officer Class—numbers in post

	Date	Senior Grades	Prison Officer Grade		Prison Auxiliaries Temporary Officers	House Matrons	Night Patrol Officers	Total	Daily average of inmates in custody during preceding year	*Ratio of officers to inmates
			Established	Under training						
Men	1 Jan 1976	3,033	9,990	234	447	—	533	14,237	38,601	1:2.85
	1977	3,115	10,218	112	422	—	574	14,441	40,161	1:2.89
	1978	3,146	10,434	208	437	—	567	14,792	40,212	1:2.84
	1979	3,292	10,444	225	435	—	550	14,946	40,409	1:2.83
Women...	1976	47	298	16	179	51	38	629	1,219	1:2.42
	1977	46	282	21	197	43	49	638	1,282	1:2.47
	1978	47	333	56	195	42	51	724	1,358	1:2.37
	1979	52	423	46	161	38	48	768	1,387	1:2.21

* Not including prison officers under training or prison auxiliaries, who are not directly involved in the supervision of inmates; house matrons are also excluded since they work in establishments for males.

Table 7. Staff in Post—all grades

Date	Non-Industrial staff			Industrial staff	Total
	Prison officer class	Governor class	Other non-industrial staff		
January					
1976	14,867	506	3,680	2,126	21,179
1977	15,080	513	3,659	2,071	21,323
1978	15,517	517	3,786	2,170	21,991
1979	15,716	524	3,847	2,189	22,277

Staff Training

27. Training provided for staff working in the prison service needs to be related to a wide spectrum of duties, the range and complexity of which are growing. Appropriately therefore the overall level of training has also increased.

Central In-Service Training

28. The Prison Service College maintained the well-established programme of induction courses for new entrants and of development courses for staff mainly in the governor, assistant governor and senior prison officer grades. It also undertook a number of new tasks. Included in these was a series of industrial relations courses organised in conjunction with Keele University for governors holding in-charge posts or senior posts at region or headquarters.

29. Over and above the demands placed upon the Prison Service College by the needs of our own prison service the Staff College, as it used to be known, has traditionally been a source of training for prison staff from overseas. In recent

times there has been a shift of overseas interest away from these generic courses which became only minimally subscribed in favour of specially designed courses for individual countries. During 1978 such courses were mounted for staff from Nigeria and Saudi Arabia. However, against the growing requirements of the prison service it became necessary to review the commitment of resources to external tasks and it has been decided with regret to discontinue this area of activity.

30. Both Officer Training Schools suffered the consequences of the low level of recruitment of prison officers. The under-utilisation of the training capacity of the schools on initial training did however facilitate the re-introduction of development courses for prison officers with about one year's experience.

31. 1978 also saw the introduction of the initial training system for new entrant prison officers. This initial training system comprises three inter-related phases. The first, a preparatory phase is for 4 weeks and is taken at the joining establishment, though during this time some short attachments to other types of establishment are also arranged. There follows a comprehensive 8-week residential course at one of the Officer Training Schools. And after this the officer spends a minimum of one week undergoing training at the establishment in which he will spend the first part of his service. The minimum standard content of each phase is specified in a training manual.

Other Centrally Organised Training

32. Under the guidance of the Home Office Race Relations Adviser, seminars were held for governors of establishments with a high proportion of coloured inmates, for training organisers and for tutors. In response to the media's continuing interest in the work of the Department a series of courses in radio and television interviewing techniques was arranged for senior governors.

Regional and Local Training

33. Regional Training Units continued to build on the progress indicated last year, and have generally compensated for those individual establishments which were unable to carry out a high level of local training. The Units have also assisted in the introduction of training in demonstration and incident control. Development courses for prison officers are an increasingly significant feature of regionally organised training programmes; the Department's aim is to move toward a range of such courses at regular intervals to provide scope for reflection and the increasing of skills away from the pressures of the job.

Working Party on the Role of the Prison Officer

34. The origin and function of the Working Party on the Role of the Prison Officer were described in paragraphs 24 and 25 of the 1976 Report. The working party pays particular attention to staff training and schemes exploring new areas of constructive work for prison officers. Its programme for 1978 included visits to the new borstal at Glen Parva and to the Prison Service College, in addition to the regular meetings at headquarters.

The Inspectorate

35. Twenty-four full inspections were included in the programme for 1978. The establishments inspected were as follows:

Prisons

Ashwell	Haverigg
Askham Grange	Kingston
Bristol	Lincoln
Brixton	Long Lartin
Camp Hill	Oxford
Coldingley	Rudgate
Dorchester	Standford Hill
Drake Hall	Sudbury
Ford	

Borstals

Dover	Stoke Heath
Lowdham Grange	Wetherby

Detention Centre

Buckley Hall

Borstal/ Detention Centres

Hollesley Bay Colony	Usk
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This brings the total number of full inspections carried out since July 1969 to 200.

Chapter Four

INDUSTRIAL RELATIONS

Introduction

36. Prior to the announcement in November that the May Inquiry was to be set up to examine the state of the prison service nothing dominated the year so much as the subject of industrial relations and the unprecedented number of local incidents of industrial action taken mainly by branches of the Prison Officers' Association (POA) in support of a national issue or over some local disagreement with management. This chapter gives a brief historical account of industrial action in the prison service, with more particular reference to the events of 1978.

Historical Background

37. For many years prison staff have sought a greater involvement with the treatment and training of prisoners, and since 1963 the Working Party on the Role of the Prison Officer (referred to in paragraph 34) has been active in reviewing and developing the range of a prison officer's work. In 1967, however, the Mountbatten Inquiry placed a higher premium on continuing improvement in prison security. One consequence was the creation of dispersal prisons to hold the increasing numbers of dangerous and violent men in the prison system. Another was the disengagement, in some areas, of uniformed staff from the treatment and training of prisoners.

38. In the summer of 1972 many prisons experienced peaceful but concerted acts of indiscipline by prisoners in support of their "rights". In Albany and Gartree, two dispersal prisons, these demonstrations degenerated into violence and, at the latter, a serious riot. Prison staff generally were subjected to much anxiety and stress; many felt resentment at the considerable publicity which appeared to support the prisoners, to undervalue the work and worth of prison staff and to ignore the growing difficulties under which they worked. In 1972 this staff anxiety led the POA to threaten a national strike unless manning levels at Gartree were increased. Later in the same year as a protest against the long hours prison officers were working the POA instructed all its members not to work during September any more overtime than they were required to do under the terms of a national agreement (this norm was 14 hours a week but because tasks had steadily increased many staff worked consistently much longer than this). The POA instruction was generally observed, with the results that the Department found it difficult to meet its obligations to the courts and prisoners experienced severe restrictions to their daily routines.

Events since 1973

39. During the period 1973-75 POA branches took industrial action on 21 occasions, affecting 15 of the 118 establishments in the system. However, in 1975 the National Executive Committee of the Association made a significant

change in its policy by deciding that "forms of action to be pursued on local issues (including sympathetic actions) are matters within the discretion of the local branches concerned". More recent POA policy has been to allow branches to take industrial action on local matters and on the local application of national matters subject to the right of the National Executive Committee to deplore, fail to endorse or refuse recognition of such action. It remains declared POA policy not to take industrial action which would directly or indirectly affect the work of the courts.

40. These changes of policy have been paralleled by a sharp increase in episodes of industrial action, as may be seen from the following figures:

Year	No. of occasions on which branches took action	No. of branches involved
1975.....	19	13
1976.....	34	23
1977.....	42	21
1978.....	119	63

In 1976 the main reason given for industrial action was uniformed staff resentment at enforced reduction in overtime and "take-home" pay, consequential upon general restrictions on public expenditure and the introduction of local "budgets" of hours (paragraphs 13 and 14 of the 1976 Report). Their industrial action included instances of disruptions to court work, restrictions on prisoners' exercise, association and the operation of prison workshops.

41. In 1977, by contrast, no single cause for industrial action was demonstrated, though the effect of industrial action where it occurred was similar to that experienced in 1976. Notwithstanding the relaxation in the previous years' financial constraints it was POA policy to oppose any management control on staff deployment related to a local budget of hours. There was also a perceptible shift in stated reasons for industrial disputes away from matters directly affecting pay towards claims for increased allowances and improvements in such matters as quarters and conditions of service. Towards the end of the year the Isle of Wight prisons began a major dispute in pursuit of claims for three free ferry warrants annually to the mainland and an Isle of Wight cost of living allowance.

Events in 1978

42. Albany and Camp Hill eventually ceased their industrial action in April 1978 following the announcement of the national Civil Service Pay Settlement (which included an allowance to cover the cost of three ferry warrants), but Parkhurst continued with their action in pursuit of an Isle of Wight allowance until December 1978 when they agreed to await the findings of the May Inquiry.

43. The major cause of disruption in 1978 was a vigorous campaign by POA branches in support of claims for retrospective payments for breakfast breaks under a national Civil Service agreement which provides that in certain circumstances staff brought on duty earlier than their scheduled starting time can receive

“continuous duty credits” (CDC). It had not been thought that this agreement had any wide application in the prison service, although in the years up to 1977 occasional claims for such payments had been approved mainly in respect of individuals or small groups of staff. The further claims submitted in 1978 involved much larger groups of staff and widespread industrial action. This action resulted in the Department being unable to meet all its obligations to the courts and once again the conditions for many prisoners were severely affected. Although the majority of claims were settled by mid-summer, some were still being disputed at the end of the year and discontent remained.

44. In the second half of the year prison officers continued to take industrial action on a number of local issues, and the threat of more collective disruption emerged on two specific claims. The first was for the payment of compensation for overtime allegedly lost by converting a long and short shift, part of the normal duty pattern, to two shifts of medium length. This conversion had been regarded by the Department as an integral feature of the scheme, and accepted without compensation by a number of establishments for many years until the POA challenged the correctness of the Department’s approach. For a time widespread industrial action was threatened but it was averted when the POA and the Department agreed to refer the issue to an independent inquiry undertaken by Lord McCarthy. Lord McCarthy eventually found for the Department and both sides accepted his decision. The second was a claim tabled, initially on a national basis, for retrospective payment for lunch and, in some cases, tea breaks but later pursued by large numbers of individual branches with their own variations and threats of industrial action if the claims were not met. When it found itself unable to concede these claims the Department faced a threat of industrial action from 5 November 1978 on a scale that seemed likely to disrupt the work of the courts and provoke prisoners into concerted acts of indiscipline.

45. The Government decision to set up an Inquiry into the existing situation in the prison system was announced by the Home Secretary in the House of Commons on 2 November. On 6 November 31 establishments started the threatened industrial action but most of these were working normally by 11 November and all were doing so by 30 November. Outside the context of the setting up of the Inquiry several establishments continued to take industrial action on local issues.

General

46. This brief historical account necessarily omits reference to the strenuous and often successful efforts made to resolve a spate of contentious issues by local discussion between management and staff association branches and central discussion on the Home Office and Prison Department Whitley Councils; by informal discussion and negotiation with the National Executive Committee of the POA and the corresponding committees of the other staff associations; and by other initiatives. On the positive side this intense activity produced new insights, for example, into the need for review of existing dispute procedures, for overhaul of the present industrial relations machinery and for training in handling industrial problems. These are matters within the purview of the Inquiry into the prison services and require no further comment here. Nor is this the place to attempt an analysis of reasons for the increase in industrial disputes in the service.

47. It remains to draw attention to three aspects of the events of 1978. First, apart from the issue related to continuous duty credits most incidents of industrial action were restricted to a minority of establishments. Second – and notwithstanding the limited territorial scale of active disruption – the forms of industrial action by the POA and the scale on which it was operated by the POA not only placed severe strains on the prison service in establishments, but affected relationships both among prison officers and with other staff and prevented prisoners from receiving the privileges conferred on them by the Prison Rules. Third, the adverse effects of disruption extended to other vulnerable areas, for example frequent and major disruptions to the building programme and to the essential maintenance of prison buildings. Contractors, workmen and essential building materials were often denied access. The provision of additional places and improved facilities for staff and inmates alike was delayed for weeks and sometimes months, resulting in an inefficient use of public money earmarked for these purposes. Similarly in a number of instances prison industries were affected by a further reduction in working hours and at some establishments industrial action brought production to a standstill. The overall effect was seriously to reduce the profitability of prison industries.

Chapter Five

THE PRISON BUILDING PROGRAMME

General

48. The prison building programme, as in previous years, continued to have a bad press. On the one hand, the Department is attacked for the distressing state of the old prisons and the conditions in them for staff and prisoners alike. On the other hand, criticism of the scale of provision in and of the so-called lavishness of new prisons, such as Wymott, is equally harsh.

49. So far as public opinion is concerned, criticism about the building of new prisons comes both from those who do not see any need to make conditions for prisoners more up-to-date than at present and from those who want to see custodial treatment drastically reduced and consider that the construction of new prisons will only encourage the courts to continue to impose the same or increasing demands on penal establishments through their sentencing policy. The building programme is constrained to steer a middle course. It has to devote a great deal of expenditure to heavy recurrent maintenance costs and on simply keeping existing establishments sufficiently operational to respond to the demands of the courts for places for people on remand and under sentence over which the prison service has no control. It has at the same time, within the limits of the capital resources made available, to strike a balance between modernising some of the old prisons and building new ones to replace those which it is uneconomic to keep operational.

50. The building programme suffered an unexpected set-back in 1978 because of the need to redeploy resources to rebuild Chelmsford prison after a serious fire (see paragraph 74) and to carry out extensive repairs to riot damage at Gartree (paragraph 85); and the two incidents meant that there were less prison places available. A cause of even greater concern was the disruption to the building programme caused by industrial action on a wider and more extended scale (see Chapter Four).

51. Difficulty was again experienced in filling vacancies for professional and technical staff both at headquarters and in establishments. This has aggravated the problem of carrying out work essential to keep existing deteriorating facilities in operation (to which reference was made in paragraph 25 of the 1977 Report). A full account of the unsatisfactory accommodation in which the prison service is having to operate and the scale of the long-term programme which will be required before any real advance can be achieved has been presented to the May Inquiry.

52. Details of new place-producing projects are given in Appendix 2 to this report, showing the position as at 1 January 1979. Because of the increasing rate of deterioration in both the former wartime camps and the Victorian prisons such as Liverpool and Wormwood Scrubs, few of these additional places will provide a net gain when the time comes for them to be occupied by prisoners. They will simply compensate for places lost elsewhere. They are not therefore likely to reduce the amount of cell-sharing and, although most

of the cellular projects will have integral sanitation, that will not make the practice of slopping-out much less extensive elsewhere.

New Purpose Built Accommodation

53. Of the projects described in paragraph 29 of the 1977 Report, technical problems with the heating installation at Wymott meant that it could not be brought into use during 1978. Staff shortages and labour problems delayed the completion of the remand centre at Glen Parva. Work continued on the first purpose-built dispersal prison at Frankland (next to Low Newton remand centre) where a handover by the Property Services Agency is still forecast for 1980 with occupation in 1981-82. Construction began in November 1978 to replace the living units of the old Feltham borstal. Plans for the development of the new remand and allocation centre on the same site were advanced but building work will not start before 1981.

54. Work on the remaining stages of the Holloway redevelopment scheme continues with the last inmate living block now under construction. Buildings completed in the earlier stages have been modified to add 50 places and the eventual total for the whole establishment will be about 550. The use of some inmate accommodation for administration and other purposes will continue at Holloway for several years until the main administrative buildings are ready.

55. The building programme includes provision for the construction by the Property Services Agency of 3 new prisons: at Wayland, Norfolk (to start in April 1981) for 484 Category C medium and long term prisoners; at Full Sutton, Humberside (to start in April 1982) for 432 Category B dispersal inmates; and at Stocken, Leicestershire (to start in April 1982) for cellular accommodation for 300 young offenders. In addition it is now proposed that the open prison at Appleton Thorn, Cheshire should be redeveloped as a new open prison for 300 young offenders.

Adaptation of Service Camps

56. Further delays occurred on all the major schemes for adapting the former service camps acquired since 1970 (as described in paragraph 42 of the 1976 Report). The Highpoint/Northridge, Acklington/Castington and Deerbolt projects have been particularly badly affected. Completion by the dates now given in Appendix 2 depends upon successful recourse to commercial contracts to replace most of the direct labour element. Work continued on the construction by inmate labour of the new Category C prison at Channings Wood and, during 1978, the first of the four new blocks each for 112 inmates was occupied.

The Victorian Heritage

57. In the review which it made for the May Inquiry, the Department's assessment was that of 56 prisons opened before 1930 only 10 were in good physical condition, 39 were fair and 7 were poor. The following comment

made by a governor in his annual report could have related to any one of at least 20 old prisons in poor or fair condition:

“The prison is drab, shabby and in dire need of a massive injection of resources to recoup some of the years of neglect, in order to preserve this valuable property in which the prisoners and staff, living and working in Dickensian conditions, continue to suffer.”

Another governor commented:

“There is nothing wrong with this prison which the expenditure of several million pounds could not put right.”

Again this is true of at least 40 such establishments.

58. At Chelmsford (see paragraph 50), work on demolition of the unsafe parts of the structure and replacement of the roofs was rapidly completed. A contract for the reinstatement of the fire damage started in November and is due for completion in 1980. Some light relief came towards the end of the year from discussions with Witsend Productions to allow the use of part of the prison during the repairs for the making of a film based on the BBC TV series “Porridge”.

Quarters

59. The Department continued to manage a stock of some 11,000 houses for its staff. The trend noted in the last three reports for officers to prefer to live out has increased. 332 acquisitions during 1978 were offset elsewhere by the disposal of surplus and substandard quarters. Dispersed locations, together with the shortage of works staff and the need to concentrate any available direct labour on prison buildings, again increased the use of contracts for the maintenance of quarters. 18 term maintenance contracts were in operation compared with 14 in 1977.

Direct Labour

60. During 1978 nine major direct labour projects (see paragraph 45 of the 1976 Report) were in progress at an estimated commercial contract value in excess of £35 million. Delays have been caused by staffing constraints and recruitment difficulties. The continued failure to attract sufficient Trade Officer recruits was the cause of particular concern. Wastage exceeded recruitment. Work previously planned by direct labour is now being put out to commercial contract to get it done in a reasonable time. To meet the demands of Health and Safety legislation and to provide skills necessary to handle increasingly complex plant and equipment, the amount of staff training, particularly that undertaken “in house”, had to be increased, despite staff shortages.

61. The number of construction industry training courses remained at 165 during 1978. The daily average number of inmates employed on works services was 4,300, including 1,420 undergoing workshop instruction. The shortage of craft supervisory staff has reduced the number of inmates employed on works services, which in turn created an increasing backlog of maintenance, particularly in the large urban establishments. The shortage of staff has been partially offset by maximising the use made of inmates who have completed a

construction industry training course. However, the majority of young offenders with skills, who are serving short sentences, can be deployed effectively only on building maintenance work and not on major schemes.

62. The City and Guilds Skills Testing scheme continued in 1978 and over 2,500 inmates have been recommended for Trade Union membership since its introduction. Once again several awards were made under the Arthur Koestler scheme in recognition of individual effort and achievements during training.

Chapter Six

UNCONVICTED AND UNSENTENCED PRISONERS

Population and Use of Establishments

63. The average daily population of unconvicted and unsentenced male prisoners rose in 1978 to 5,344 compared with 5,002 in 1977. The corresponding figure for females in 1978 was 287 compared with 279 in 1977. The highest level of unsentenced population recorded in 1978 (on 31 August) was 5,973, which was 310 more than 1977's highest figure. Population levels of 5,900 or more were recorded on particular dates in August, September and October. The lowest figure recorded in 1978 (31 December) was 5,078, compared with the lowest figure in 1977 (15 January) of 4,683. The rise from 1977 represents an increase of almost 7% in average daily population, compared with a rise of the order of 4% from 1976 to 1977.

Remand of Persons aged 14-16

64. There was a further significant reduction, as in 1977, in the numbers of those aged between 14 and 16 received into secure remand accommodation. Most of the young persons so dealt with are unconvicted and have been certified by the courts as too unruly to be safely remanded into the care of the local authority. Total receptions of unsentenced males in this age group in 1978 were 3,468, roughly 10% fewer than in 1977.

65. The reduction is probably explained in part by the fact that the provision during 1978 of additional secure places within the Community Home system administered by the local authorities enabled the courts to bring about some reduction in the numbers who had to be remanded to Prison Department establishments. But the drop must be principally attributed to the continuing effects of the Certificates of Unruly Character (Conditions) Order (to which reference was made in paragraphs 54 and 55 of last year's Annual Report). The order was introduced in August 1977, and 1978 was the first full year in which it operated.

Prison and Remand Centre Catchment Areas

66. The direction given to courts regarding committals to particular prisons and remand centres was varied during the year either in order to make better use of available accommodation or with the object of further reducing the proportion of young persons aged 14 to 16 who have to be held in remand accommodation in local prisons (as distinct from remand centres).

67. The remand of youths aged 14 to 16 to Canterbury Prison was ended (except for those charged with murder) by further enlarging the catchment area of Latchmere House remand centre, near Richmond, Surrey. The only local prison which now receives direct committals of 14 to 16 year olds from court

(other than those charged with murder) is Shrewsbury. The numbers so remanded are small—18 over the past three years—but the position is being further reviewed with the ultimate objective of ending committals to Shrewsbury.

68. Severe overcrowding made it necessary in November to reduce the Ashford remand centre's catchment area. The expedient adopted was to assign a wing at Lewes prison to house young persons aged 17–20 awaiting trial and to require a number of courts which in the main lie south of the Thames to commit such persons to it instead of to Ashford. The wing can take up to 200 young adults awaiting trial and is managed separately from the adult part of the prison. This necessary measure of tactical management cannot be regarded as a long-term solution to the problem of shortage of remand centre accommodation in the south east: the policy of accommodating young adults on remand or awaiting trial in remand centres will continue to be pursued as resources can be made available.

Bail

69. The provision of bail hostel places by probation and after-care committees and voluntary organisations for persons mainly with no settled home who might otherwise have been remanded by courts to custody has been mentioned in earlier reports. The programme to provide additional hostels continued in 1978—eleven bail hostels or combined probation and bail hostels were opened in Blackburn, Basildon, Bristol, Kingston-upon-Hull, Leicester, London (for women), Luton, Manchester, Newton Abbot, Oxford and Ruabon (North Wales). Approximately 210 bail places were available at the end of 1978. Five more hostels are expected to open during 1979 and a further seven are in earlier stages of preparation. There is some evidence that the Bail Act 1976, which came into effect in 1978 and applies a presumption in favour of bail, has eased the pressure for places in bail hostels.

70. All local prisons and remand centres have staff who specialise in assisting prisoners, mainly the unconvicted, who may wish to obtain legal aid or other services. However, the Bail and Legal Aid Unit at Brixton prison (referred to in paragraph 58 of the 1977 Report) is exceptional in the greater extent of the service which it gives to assist men who have been remanded in custody until the conditions of bail can be satisfied. The Brixton effort to assist prisoners to satisfy the conditions of bail relies partly on a larger commitment of staff and partly on the detailed methodology which has been built up over the past four years. Consideration will be given to extending the bail unit concept to other suitable establishments as soon as sufficient resources are available.

Chapter Seven

ADULT MALE PRISONERS

Introduction

71. This chapter deals with a number of matters of administrative and operational interest, mainly in the context of adult male prisoners who form the major part of the prison population and give rise to the most difficult problems of management, security and control.

Population

72. The total number of adult men in prison at the end of 1978 was 27,933, which was much the same as at the beginning of the year.

73. The daily average number of adult men in closed prisons was 25,600 compared with 25,700 in 1977. In mid-January 14,614 male inmates of all ages were sharing cells. By mid-March the number had risen to 15,823, the highest for the year, when 5,061 were sleeping three to a cell. At the end of the year, the number sharing cells totalled 15,677, of whom 4,791 were sleeping three to a cell. The number of adult men held in open prisons continued to fall: the daily average population of the open prisons was 3,107 compared with 3,170 in 1977, and at the end of the year 2,908 prisoners were contained in the 3,528 places available.

Damage to establishments

74. During the evening of 20 March a serious fire damaged most of the accommodation at Chelmsford prison rendering the whole prison uninhabitable with the loss of 246 places. Effective routines established beforehand between the prison and the fire brigade, and the response of both services, contributed to the evacuation of the accommodation without significant injury to staff or prisoners, and to the extinguishing of the fire. The police and ambulance service also mounted large scale operations in support. With the co-operation of the Metropolitan police and the Essex Constabulary 98 prisoners were transferred to two London prisons during the night; the remainder were housed overnight within the prison on an emergency basis in undamaged buildings before being transferred elsewhere on the following day.

75. On 5 October damage caused during the riot at Gartree prison (see paragraph 85) rendered three out of its four wings uninhabitable, resulting in a loss of 242 places.

Review of adjudication procedures

76. Paragraph 67 of the 1977 Report mentioned the consideration being given to revised documentation for use in adjudications. The contemplated field trials of new documentation were delayed but started early in 1979 at Oxford and Winchester prisons.

77. It did not prove possible, as had been hoped, to make a start in 1978 with the experiment to test the provision of assistance by members of Boards of Visitors to prisoners facing adjudication by Boards. At the end of the year consultations were continuing with the Boards and staff of the prisons which it is proposed to involve in the experiment.

Parole

78. The figures below show that the use of parole has remained steady in 1978 and parole is still an important aspect of penal treatment. Of the prisoners released from prison in the year who had been eligible for consideration for parole, 59% were released in consequence of the grant of parole. The comparable figures for 1976 and 1977 were 54% and 62% respectively. The recall rate fell from 10.3% in 1977 to 9.3% in 1978. Less than half of those recalled were recalled for having committed further offences.

	1976	1977	1978
Eligible for consideration	10,660	10,989	10,837
Considered by LRC's	10,077	10,344	10,182
Release agreed solely on recommendation of LRC's	2,115	2,018	1,534
Referred to Parole Board	4,289	4,796	5,376
Recommended for release by the Parole Board	2,880	3,200	3,314
Total recommended for release	4,995	5,218	4,848

79. The importance attached by the Parole Board to visiting prisons has been acknowledged in previous reports. Continuing this policy, the Board was able to make 13 such visits in 1978.

80. Paragraph 71 of the 1977 Report referred to the Home Secretary's decision that some local review committees should experiment with the feasibility of summarising reasons for refusing parole. The experiment took place in 1978 and ended in December. The local review committees at a number of different types of establishments took part, and they sought to test whether reasons for rejection could be assigned on the basis of a set list of causes for concern. The governors of four of the prisons involved were also asked to assess the probable effect on inmates and the prison administration had the reasons selected by the local review committees been given to the inmates concerned. When the results have been collated and analysed the Department will need to enter into various consultations before reaching a decision on the desirability of giving reasons to prisoners.

Life sentence prisoners

81. The number of life sentence prisoners in custody continued to rise. At December 1978 there were 1,380 males and 46 females in custody, compared with 1,311 and 42 respectively at the end of 1977. During the year, 81 male prisoners and 2 females were released on licence, 10 males were released after a period of recall to prison and 6 males died. The fire at Chelmsford and the

riot at Gartree reduced the availability of places for life sentence men, but Hull began to take life sentence prisoners again and Acklington was added to the list of establishments designated to take them. The possibility of providing some extra places for life sentence prisoners at 2 category 'C' prisons was explored, talks being initiated with the relevant local authorities.

Grendon

82. Grendon prison occupies a unique position in the prison service. Opened in 1962, its function is to provide psychiatric treatment for male adult and young offenders and borstal trainees who, while not suffering from mental disorder of a nature or degree warranting detention in hospital for treatment under the provisions of the Mental Health Act 1959, nevertheless need and are capable of benefiting from psychiatric treatment. It does not accept prisoners direct from the courts but receives them from prisons and borstals on the direction of the Prison Department after preliminary investigation by medical staff.

83. Grendon's objectives are to investigate and treat offenders suffering from disorders which call for a psychiatric approach; to investigate the mental condition of offenders whose offences suggest mental disorders; and to explore the problem of the offender suffering from psychopathic disorder and to provide treatment and management to which he might respond. The regime developed by the establishment is of a therapeutic community in which the social organisation and all activities are explicitly directed to the effective treatment and personal development of the offender participants. It has specialised in dealing with those suffering from personality or psychopathic disorder.

84. A working group was set up in 1978 to review the operation of the establishment in the light of the experience over the 16 years since its creation and to consider ways in which the effectiveness of Grendon and Spring Hill (the open establishment administered by the management of Grendon) might be improved. The Prisons Board have endorsed the Group's preliminary conclusion that the establishment should continue in its present role.

SECURITY AND CONTROL

The Gartree Riot

85. On the night of 5 October 1978 there was a serious disturbance at Gartree prison. It began just after prisoners were unlocked for evening association. A group gathered in A Wing, making unfounded allegations about the treatment of a certain life sentence prisoner. They rejected an offer to send two of their number to see him in the prison hospital, and at about 7.30 pm A Wing erupted into extreme violence. Missiles were thrown, injuring a senior officer, and eight other officers trapped inside the Wing were in serious danger from the rioters until it was managed to withdraw them with the help of prisoners opposed to violence against staff. Evening class teachers were also withdrawn from the classrooms. Within the next two hours the violence spread successively to D and B Wings, from which staff had to be withdrawn. However, staff retained control of C Wing.

86. As soon as the first alarm sounded off-duty staff were called in, the emergency services were alerted and the Governor arrived to assume command. Arrangements were also made for support staff to be sent from nearby establishments. During the course of the night groups of staff made several attempts to enter A, B and D Wings to regain control, but they were thwarted by massive barricades and by boiling water and missiles thrown by the rioters. Attempts by the rioters to break through the fabric of the building into the prison grounds or onto the roof were, however, prevented. The rioters continued to smash up furniture and fittings until, at about 7.30 am on 6 October, the first indications came that they were willing to end the action. The three Wings eventually gave up one by one between 9.20 am and 11.00 am. After the surrender some 150 prisoners had to be transferred to other establishments because of extensive damage to furnishings, fixtures and essential services. Disciplinary proceedings were taken against a number of prisoners.

87. Subsequently reports on the event were received from the Governor, the Regional Director, and the Gartree branch of the Prison Officers' Association. The Home Secretary announced in the House of Commons on 22 February that in the light of these reports he was satisfied that the riot was not a planned and concerted action by prisoners with genuine grievances, and that no further inquiry was needed. He commended the efficiency with which the Governor and his staff had dealt with the disturbance, noting that the incident had been resolved without loss of life or serious injury, and thanked the police and fire services and members of the Board of Visitors for their assistance.

Other incidents

88. The number of incidents of concerted indiscipline by groups of prisoners has remained at about the same level for the last 3 years, averaging 30 a year. In 1978 incidents were spread across the whole prison service: of 21 large-scale demonstrations, 5 were at dispersal prisons, 5 in training prisons, 7 in local prisons, 2 at remand centres and 2 in borstals. These demonstrations generally took the form of a sit-down in the wings, in association rooms, or in workshops; almost all were passive in character and were resolved without serious injury or damage to property. The numbers involved were usually between 30 and 60, but in two cases over 100 prisoners took part. The majority of demonstrations ended fairly quickly, but in a number of cases the demonstration continued overnight, causing serious disruptions to the normal running of the prison. As in previous years, these incidents formed no discernible pattern, and a wide variety of reasons were given by prisoners for their action, ranging from allegations about the treatment of individual prisoners to complaints about association facilities, visiting arrangements and other aspects of the regime.

89. Roof climbing continues to be a problem, despite the preventive measures taken in recent years. There were 10 incidents in 1978 in which prisoners succeeded in getting onto roofs. Most involved a single prisoner seeking to draw attention to a particular grievance. Four such demonstrations continued overnight, and 1 lasted 3 days. In four cases demonstrators attempted to damage the roof and throw missiles at staff. One member of staff was hurt in this way.

90. There was one hostage incident during the year, when a prisoner at a dispersal prison held another prisoner captive in his cell in support of his demands for transfer. After about six hours the hostage-taker was persuaded to surrender, and the hostage was released unharmed.

91. Table 8 below gives the number of escapes in the past 4 years by male adult and young prisoners at all categories of prison and remand centres, and table 9 a breakdown of the escapes in 1978 by those in closed establishments. Categories A, B and C apply to closed establishments, Category D to open establishments.

*Table 8. Escapes by Male Adult and Young Prisoners**

	1975	1976	1977	1978
Average population.....	31,144	32,623	33,013	33,160
1. Escapes from within prisons and remand centres				
Special wings and dispersal prisons holding Category A prisoners.....	0	3	0	0
Category B	10	9	10	12
Category C	44	50	48	43
Category D	214	204	213	228
2. Escapes from escorts and supervised working parties	96	80	100	79

*The figures in the table are of the number of prisoners who escaped, not the number of escape incidents.

Table 9. Breakdown of escapes from closed prisons and remand centres 1978

<i>Category A</i>	<i>Category B</i>	<i>Category C</i>
Nil	Ashford RC	Acklington
	Birmingham	Camp Hill
	Canterbury.....	Channings Wood ..
	Cardiff	Erlestoke House ..
	Gloucester	Featherstone
	Lincoln	Haverigg.....
	Maidstone	Northeye
		Norwich
		Preston
		Standford Hill
		The Verne

Prison Dog Service

92. In 1978 the service's dog handlers had charge of 323 alsatians and 4 labradors, including 39 dogs specially trained in the detection of drugs, firearms and explosives. Dog teams, consisting of a handler and dog, continued to do well in terms of prisoners detained and drugs and other items detected, in addition to being of undoubted deterrent value. On another note, a number of sections gave up to as many as 22 public displays in their own time.

Dispersal Prisons

93. Paragraph 85 of the 1977 Report referred to suggestions made by the Chief Inspector in his report on the Hull prison riot about a number of aspects of the dispersal system which called for review. One concerned the extent to which the dispersal prison system should be overseen by Prison Department Headquarters. Whilst no change has been made in the formal arrangements under which responsibility is shared between Headquarters and Regional Offices of the Department, a dispersal prison steering group was established in July 1978 to assist in making this joint oversight more effective. The group meets monthly under the chairmanship of the Controller (Operational Administration) and its members include regional directors, the governors of the dispersal prisons and representatives of Headquarters divisions. The staff associations are kept informed of the work of the group.

94. With the help of data collected by the Adult Offender Psychology Unit, the group monitors the dispersal prison population as a whole and in relation to particular establishments, a task which the Chief Inspector's report specifically recommended for further attention. Attempts are also being made to devise a system for forecasting the growth of a dangerous climate in an establishment by recording in detail certain aspects of prisoner behaviour thought to act as indicators of tension and alienation in the prison. The work is in its infancy and it is not yet possible to assess its significance.

95. The group has already made progress in another area commented upon by the Chief Inspector as requiring attention, namely the disparities between the dispersal prisons in aspects of their regime. That work will continue. The group has also proved itself to be a valuable forum in which those most closely concerned with the administration of the dispersal system can discuss matters of common concern and where dispersal prison governors can compare experiences and their approaches to the problems which can arise in running dispersal prisons.

96. After the Hull riot of 1976, the Gartree riot of October 1978 (see paragraphs 85-87) again demonstrated the volatility of dispersal prisons and how false rumour can spark off a major disturbance. At Hull the false rumour was that a prisoner had been assaulted in the segregation unit, at Gartree that a prisoner had been forcibly drugged in the hospital. Dispersal prisons are likely to remain vulnerable to incidents nourished by unfounded rumour, although it is hoped that the monitoring work being undertaken in the dispersal prison steering group may help to give warning of signs indicating that an establishment is in a mood to erupt into trouble.

Chapter Eight

MALE YOUNG OFFENDERS

General Developments in Young Offender Establishments

97. During the year the population level continued to impose strains on staff and on the other resources of the young offender system. Details are given in paragraphs 105 to 110. Within that general constraint it was possible to make progress in a number of areas, although towards the end of the year staff recruitment difficulties and industrial relations problems acted somewhat as an impediment.

98. In recent years the Department has been making considerable efforts to reduce the differences between the three parts of the male young offender system. A series of day conferences for the governors of young offender establishments was held in 1978 to follow up those organised in 1977, in order to give governors an opportunity to discuss the generic sentence proposals and to monitor significant developments within the existing system.

99. Among the main developments participation by trainees in community service work continued to play a significant part in the regime of young offender establishments, offering trainees opportunities to help others and in so doing to gain in maturity through discovering their own value as helpers to people in need. The following comment was made by a governor in his Annual Report for the year: "Community work and involvement has continued and wherever possible been extended. Over 1,500 movements of trainees to the community have occurred during the year and local people speak highly of the effort and work of the trainees involved". A number of establishments were able to expand their activities, although several others were affected by increasingly severe pressure on staff time or by changes in the nature of their inmate population.

100. Some of the newer community service activities include construction of adventure playgrounds, clearing of derelict areas, holidays or other activities for disabled adults (such as Northern Region borstals assisting at the Co-operative Centre for Community Care house at Kendal) projects involving children including the physically and mentally handicapped (for example, trainees from Guys Marsh act as assistants to teachers at a school for mentally handicapped children). Most of these projects—some of short duration and others part of regular assistance to particular organisations—have begun as a result of initiatives by establishments themselves or by local individuals and organisations. However, Community Service Volunteers continue to play a considerable role, organising residential placements lasting several weeks for selected young offenders. Some 90 took up placements during 1978; and it is hoped to increase the programme's scope in 1979.

101. Progress was also made in developing other links with the community. In January 1979 a hostel was opened in Manchester under the control of Hindley Borstal, near Wigan. As with the existing hostel in Ipswich, linked with Hollesley Bay Colony, it is intended that selected trainees will live overnight in the hostel and work during the day for local employers. However, the Department has not yet secured agreement to the acquisition of a site in the West Midlands to serve as a hostel for Hewell Grange Borstal. The Department has also been associated with the establishment of six pilot projects by NACRO, operating as agents of the Manpower Services Commission, to examine how ex-offenders can best be placed on the youth opportunities' programme and special temporary employment programme. There was also considerable discussion within the Department about the use of temporary release for training purposes, and comprehensive guidance is being prepared which will encourage its greater use in appropriate cases.

102. During the year staff continued to develop links with the probation and aftercare service. These take several forms. In the two "neighbourhood" borstals—Hewell Grange and Hindley—a number of probation officers from the relevant catchment areas spend part of their working week in the establishments. Six other borstals have permanent senior probation officers, and there are probation officers at young prisoner centres and at senior and junior detention centres. These probation staff act as links between the trainees and those who will supervise them after release. Other establishments with large catchment areas find more difficulty in establishing close links with the local probation services for the areas from which trainees are drawn; in the south-east region allocation practice has been changed so far as possible to place trainees from designated probation areas in a limited range of establishments. However, a great deal of welfare work is carried out by prison service staff themselves, not only because of their close day-to-day contact with inmates but also to emphasise that their role is not a purely custodial one.

103. 1978 was the first full year of operation of the revised criteria for recalling young offenders during their period of supervision after release. This has speeded up the process of dealing with requests to recall, and appears to have been well received by the probation and after-care service.

104. Within establishments, further progress was made in the development of programmes to equip young offenders with skills to cope better with everyday life. They include the traditional remedial education for those unable to read, write or do simple arithmetic and courses covering such topics as the filling in of forms and applications and interviews for jobs. Hitherto these courses have been developed furthest in the borstals, but they are being introduced in young prisoner centres and detention centres. At the other end of the scale, the Department drew up a revised plan for the treatment of young offenders subject to life sentences or detention during Her Majesty's Pleasure. Based on experience gained in the adult system as well as young offender establishments, its purpose is to encourage formal sentence planning before the person qualifies by age to join the main body of lifers in the adult system. As part of this process, most young life sentence prisoners will in future be held at Aylesbury and Swinfen Hall.

POPULATION

105. The pressures on young offender accommodation to which attention has been drawn in previous annual reports continued in 1978, with minor relief in some areas being more than offset by intensified pressure in others.

Borstal Trainees

106. During 1978 7,067 males were received under sentence of borstal training, 164 more than in 1977. During the course of the year, the population fell to a low of 5,380 at the end of March and rose to a peak of 5,704 in mid-November; at the end of the year it stood at 5,657. The daily average population of male borstal trainees was 5,489, 1.6% lower than 1977's average of 5,578. Borstals had a capacity of 5,748 places on 31 December 1978. Most closed borstals were full and spare capacity was available mainly in open establishments in the midlands and the south. Overcrowding was most severely felt in the north region and at Everthorpe, Hatfield, Hindley and Stoke Heath borstals in particular.

Trainees under 17

107. Included in the 1978 total of 7,067 males receiving borstal sentences were 1,647 youths aged 15 and 16, 56 less than in 1977. Although comprising less than 25% of the borstal population, trainees under 17 command a disproportionate share of resources, not only because they require full-time education but also because relatively few are suitable for allocation to open conditions where a lower level of staff supervision is possible.

Young Prisoners

108. The greatest strain on available resources still occurs in the young prisoner system. During 1978 7,443 young men aged 17 and under 21 were received under sentence of imprisonment or as fine defaulters—an increase of 11% over the 1977 total. The daily average population of male young prisoners was 2,330, 6.9% more than the 1977 average of 2,180 and 62.7% more than 5 years previously. 1,400 male young prisoners were reclassified to adult status during the year, and moved to adult prisons. There was certified normal accommodation available for 1,525 young prisoners at the end of the year. 1,102 places were in the 4 separate young prisoner centres at Aylesbury, Erlestoke, Onley and Swinfen Hall and 423 in the young prisoner wings at Exeter, Manchester, Liverpool and Wormword Scrubs. At 31 December the numbers held in these establishments were 1,054 and 634 respectively. Only Erlestoke was below its normal capacity; Category C prisoners were introduced there early in the year, and the build-up of the population is continuing. There were also 203 young prisoners in remand centres (including working parties to provide services such as cleaning and kitchen duties), 373 in local prisons and 54 held in the young offender wing at Grendon psychiatric prison. The new young offender establishment being built at Castington is expected to provide 60 places in Category C security conditions by mid-1979; this would be an interim measure pending its completion as a fully secure establishment (see Appendix 2).

Senior Detention Centres

109. During 1978 6,105 young men aged 17 to 20 and 203 16 year olds were received in senior detention centres, which had a daily average population of

1,241, compared with a normal capacity of 1,306. These totals were higher than the previous year's of 5,770 receptions and an average daily population of 1,166. During the year, the population reached a peak of 1,360 at the end of July (including 40 16 year olds) and the population at the close of the year was 1,138.

Junior Detention Centres

110. 5,325 young men aged 14 to 16 and 5 aged 17 were received in junior detention centres during the year, and the resultant daily average population was 649, compared with a normal capacity of 657. These figures were 4.6% and 4.7% higher than the 1977 equivalents of 5,093 and 620. The highest population—of 721—(excluding 48 16 year olds who had to be located in senior detention centres) occurred in mid-May and the lowest—of 518—in mid-January. The six centres were all subject to considerable overcrowding at times during the year; the immediate problem was dealt with by transferring some 16 year olds to senior detention centres.

Children and Young Persons Act 1933

111. In 1978 91 young people were sentenced under section 53 of the Children and Young Persons Act 1933 and one under similar legislation in Jersey. Section 53 is the provision under which persons under 18 are sentenced for murder and juveniles can be sentenced for grave crimes for which an adult may receive at least 14 years' imprisonment. The 1978 total was 34% higher than the 1977 figure of 68 and 82% more than 5 years ago; the use of section 53 is thus increasing at a rapid rate. Of those sentenced in 1978, 12 were convicted of murder and ordered to be detained under section 53(1) of the Act during Her Majesty's Pleasure, i.e. for an indefinite period. The remaining 80 were sentenced under section 53(2) of the Act to periods varying from 9 months up to 10 years and in 8 cases for life. 19 of the 92 offenders were allocated to community homes, 1 to a Youth Treatment Centre, 46 to borstals, 24 to young prisoner centres and 2 to a special hospital under the provisions of the Mental Health Act 1959.

The Green Paper "Youth Custody and Supervision—A New Sentence"

112. Paragraph 86 of the 1977 Report described the background against which the then Government decided to prepare proposals for a new generic sentence for offenders aged 17–20 inclusive to replace imprisonment, borstal and detention centre training. The proposals were embodied in a Green Paper which was published on 14 December 1978 under the title "Youth Custody and Supervision—a New Sentence" (Cmnd 7406). Comments on it were invited by the end of June 1979.

113. Under the proposals a single new custodial sentence, provisionally called "Youth Custody", would replace the above 3 separate sentences for young offenders in the relevant age group. The Green Paper discussed all aspects of the proposed new sentence, including its minimum and maximum length; the facilities and regime of youth custody centres; arrangements for release; and the form of post-release supervision.

114. The Green Paper recognised that it would not be possible in the near future to bring to an end the sentencing of juveniles—persons under 17—to detention centre and borstal training, as provided for by section 7 of the Children

and Young Persons Act 1969, in favour of arrangements for their care by local authorities. It would therefore be necessary in planning for the generic sentence to allow for a continued commitment to hold juveniles in custody. It was provisionally suggested that 16 year olds might be sentenced to youth custody while 14 and 15 year olds would be subject to a separate junior generic sentence, and accommodated in the existing junior detention centres. It was also proposed that girls and young women aged 16 to 21 should be subject to a youth custody sentence, although because of their small numbers somewhat different arrangements would be necessary to accommodate them.

115. When the Green Paper was published, the Governors of all young offender establishments were asked to hold meetings to explain its contents to staff and to collect their views. It was intended to complete this process by the end of June 1979.

Chapter Nine

WOMEN AND GIRLS

Population

116. The number of women and girls in custody continued to rise in 1978, reaching a peak figure of 1,468 in November, and a daily average population for the year of 1,387. This compared with a highest figure of 1,440 in 1977, 1,365 in 1976, 1,313 in 1975 and 1,125 in 1974. The average daily population for the same years was 1,358, 1,282, 1,219 and 1,044.

117. The female population in recent years has significantly exceeded the number of places available for them—1,256 at the end of 1978. The only category of inmate whose numbers fell in 1978 was that of borstal trainees, whose daily average population was 203, compared with 220 in 1977. The number of women under 21 serving sentences of imprisonment remained virtually unchanged at a daily average of 81 compared with 79 in 1977. The daily average number of women serving determinate sentences of over 3 years rose from 68 in 1977 to 74 in 1978, and of those serving life sentences from 33 to 39. The average daily population of untried and convicted unsentenced women and girls was 287, much the same as in 1977.

Accommodation

118. The accommodation available for women and girls increased in July 1978 when the new Cookham Wood prison, near Rochester in Kent, was brought partly into use adding 56 single cellular places for sentenced inmates in closed conditions. 60 more places will become available when building is completed in the early 1980s. However, there is still a pressing need for single cellular accommodation for female inmates, and a start was made in 1978 in converting some dormitories at Styal prison into single rooms. It was hoped to complete the project early in 1979. Although the conversion will eventually provide a net gain of 23 places, the need to evacuate accommodation while work was in progress resulted in a short-term loss of up to 40 places.

119. During the rebuilding of Holloway (see paragraph 54) the new buildings brought into use continued to experience considerable overcrowding, with up to 360 inmates housed in accommodation designed for 222. As already indicated in paragraph 54 work is in hand to re-arrange existing accommodation so as to create 50 temporary places for use until the new prison is completed in the mid-1980's.

Mothers and Babies

120. The facilities for accommodating mothers with their babies in prisons were fully taken up in 1978, with the mother and baby units accommodating some 30 babies at any one time. Although in theory the facilities are available

to all women, in practice priority is given to sentenced inmates, and most babies in prisons have been born during the mother's sentence. The decision to keep a baby in prison is the mother's. If she wishes her baby to be cared for outside prison she is free to arrange accordingly.

121. The mother and baby units are located at Holloway and Styal prisons, which are closed establishments, and at Askham Grange open prison. There are 63 places in the units (12 at Holloway, 32 at Styal and 19 at Askham Grange), but they include places for women in the later stages of pregnancy. At Holloway and Styal it is not practicable to keep a baby much beyond the age of 9 months; but if the mother is considered suitable for an open prison she can be accommodated at the Askham Grange unit where children may stay up to the age of about 3 years.

122. The living accommodation in the units consists of a mixture of single rooms and small dormitories. The babies sleep in the same rooms as their mothers. Usually the mother cares for her baby herself except during those short periods when she is engaged in work (usually of a domestic nature) or in educational classes, which include instruction in home economics. There are toys for the babies and at Askham Grange there is a nursery equipped for its greater age-span, and arrangements can be made for older children to attend outside play school. The units are supervised by fully qualified nursing staff and by discipline staff, both of whom provide advice in mothercraft. Ante-natal care is provided by the prison medical officer and a consultant obstetrician who either visits the prison or sees the mother at his clinic at the local NHS hospital. Except in an emergency, all deliveries take place in an NHS hospital.

Disturbed Prisoners

123. The problem of women who behave disruptively continues, highlighting once again the need for more single accommodation, since the difficulties of care and control are exacerbated in many cases by inappropriate location in dormitories. The programme to convert some dormitories at Styal into single rooms (paragraph 118) will help and the bringing into use of Cookham Wood has also given some relief.

General

124. The establishments catering for women and girls, who still account for a relatively small proportion of the total prison and borstal population, are few and widely scattered. As a result many women have to serve their sentences at long distances from their home areas making visiting difficult or impossible and causing hardship for them and their families. Those hardest hit are mothers of young families and the Department tries to minimise the effects of lengthy separation by allowing inmates at some establishments to maintain contact by telephone and by arranging occasional temporary welfare transfers of individual mothers to prisons nearer home for the purpose of receiving visits from children. These temporary transfers are, however, strictly limited by the availability of escorting staff and of places at convenient establishments.

Staff

125. The practice continued of posting some male governor grades to establishments catering for females, and vice versa. In 1976 there were 2 male governors and 3 male deputy governors of establishments for women and girls, and 2 women governors of remand centres with a predominantly male population. In addition there were 7 male assistant governors serving at women's establishments and 12 women assistant governors serving at male establishments.

Recruitment

126. Recruitment during the year produced a net gain of 95 trained women staff. This represents a continuation of the trend, beginning in 1976, which if maintained should enable the staff at women's establishments to be brought up to the levels appropriate to the expanding inmate population and the increasingly demanding work of controlling and caring for inmates. There is still a serious shortage of senior discipline grades, although the Department and governors continue to place emphasis on the preparation and encouragement of staff to sit the promotion examination.

127. Shortage of staff and the continuing pressure generated by the high inmate population meant that deployment of staff to other establishments on detached duty was again necessary. The closed prisons at Cookham Wood, Styal, and Holloway together with the open prison at Drake Hall, needed this form of support most.

128. The net gain in staff and some increase in secure accommodation during the year provided a degree of welcome relief to the women and girls' system. Otherwise pressures continued; but staff again contained the situation and in so doing demonstrated their high level of commitment to the task facing them.

Chapter Ten

TREATMENT AND TRAINING

General

129. The continuing pressure on staffing resources and the disruption caused by industrial action have inevitably increased the difficulty of maintaining standards of treatment over the system as a whole. The difficulties which beset the prison service have been widely publicised, and it is possible that there is now a wider understanding of the immense complexity of the task and of the conditions under which it is carried out.

130. But there is a less publicised side to the general problem of prison treatment. The Report of the Department's work for 1977 (paragraph 37) referred to the fact that the work of the prison staff was still focussed on the possibility of individual rehabilitation. Despite what might be seen as the harsher climate of 1978, new ideas—or new variations of old ideas—are still welcomed and all the more so if they have a rehabilitative element.

131. One example arose from research carried out by the Industrial Training Research Unit at Ashwell and Ranby prisons. Pre-release training courses devised by the Unit and started on an experimental basis have been continued as an element of the prison regimes. It has not, as yet, been possible to extend these courses to other prisons because of shortages of staff. But the central idea has already been taken up by other institutions, either wholly or in part, and it is an encouraging development that the building of a better bridge from institutional life to the outside world is becoming an accepted feature, and is welcomed by the staff, in prison training practice.

132. Reference to the contribution which different grades of staff and various services make to treatment and training and to the regime of particular establishments will be found, as appropriate, in various parts of the Report. The purpose of this chapter is to give an account of particular developments in education (including vocational training and libraries), physical education, welfare and after-care and prison psychological services.

Education

General Impression of the Year

133. 1978 was a difficult year for education services in Prison Department establishments. Scale and variety in programmes, both reduced in 1977 on account of cuts in public expenditure, were reduced again. Young offender establishments were shielded from the worst effects on account of the statutorily stronger position of education services in their regimes, and, as in 1977, programmes at adult offender establishments, in particular those at local prisons and remand centres, were worst affected. Reduced scale evidenced itself in shorter

evening classes, or fewer evening classes a week, or a shorter evening class year; reduced variety, in a smaller range of subjects on offer. Annual reports of governors and education officers were full of references to these matters and their adverse influence on the quality of life in establishments. There seems, however, to have been no significant drop in the numbers of prisoners taking part compared with 1977.

134. In planning their programmes education staff protected literacy tuition and educational support for vocational and construction industry training and public examination courses, and economised in the area of recreational and leisure time pursuits. Because protected education activities take place for the most part during day working hours, the time spent on education nowadays is evenly split between the day and the evening. This is a significant development which may influence the future construction of regimes.

135. Industrial action by prison officers occasionally disrupted education programmes. More serious, however, was the inability of education staff in affected establishments to make the fullest possible use of the accommodation available to them—in some cases newly provided accommodation—through prison officers not being available to escort inmates to classes. Despite the problems, however, the prevailing mood amongst education staff was optimistic, and morale remained remarkably high. One explanation lay in good communications between staff, another in good in-service training arrangements for education staff, the most extensive yet devised. Yet another lay in the opportunities and freedom education staff had to experiment and innovate in their programmes, admittedly stimulated in some cases by the prevailing financial stringency.

Forward Planning

136. Ten years have passed since the Department issued policy statements on the development of education services in prisons. Arrangements have been set in train to review these documents.

137. Increasingly nowadays planning has to take account of the international dimension. The 1978 conference of education officers was distinguished for being the first to concern itself with education amongst people in custody in an international context, and was possibly the first such gathering of its kind ever to be held. The conference was thrown open to education officers from Scotland, Northern Ireland and Eire and to Prison Department administrators from those countries and from Denmark, Germany, Holland and France. What came across clearly was that all the countries represented were moving in much the same direction, although at different speeds and with variations reflecting their national traditions. As far as prisoners' and trainees' education is concerned, England and Wales at this time appear to have the most developed arrangements. The continental countries represented are experiencing some of the teething troubles which affected England and Wales 5 to 10 years ago, but they have probably moved ahead in the place they give to education in day regimes, especially in terms of course provision, equating it with "work" to a greater degree than is currently done in England and Wales.

Adult Basic Education

138. On the basis of a variety of reading tests administered in the academic year 1977-78 to 56,681 male and female prisoners and trainees 8.9% were found to have reading ages of less than 8 years and 21.1% (including those with a reading age of less than 8) of less than 10 years. The latter percentage represented a slight improvement on the 1976-77 percentage (23.4%) but, having regard to the qualifications surrounding adult literacy testing, it is probably not significant.

139. The use of voluntary teachers trained under local education authority adult literacy schemes continued and greater use was made of the opportunities now available in the community for prisoners and trainees who have received help with their literacy during their sentences to receive further assistance following their release. These last two developments represent a substantial benefit from the national campaign to improve adult literacy conducted by the Adult Literacy Resources Agency. The Prison Department was closely associated with the agency and maintains strong links with its successor, the Adult Literacy Unit.

140. An interesting further development in one or two establishments during recent years has been the help which certain literate prisoners and trainees have been encouraged to offer to their illiterate companions. Much help of this kind has been given by one prisoner to another over the years, but in 1978 steps were taken to interest a wider range of establishments in formalising the arrangements by means of appropriate training for potential prisoner-tutors conducted by volunteers from local education authority adult literacy schemes. First reports on the arrangements are promising.

141. The need is now apparent for the same effort to be put into providing training in simple mathematics as in literacy. Going beyond that, there is a widespread realisation nowadays that many prisoners and trainees stand in need of good adult basic education incorporating not simply literacy and simple mathematics but a variety of social education including how to look for and hold down employment; how to manage money, a family and a home; how to deal with situations involving authority, discipline and community responsibilities; and so on. Some promising developments are already taking place and more may be expected as resources permit.

General and higher education

142. 5,157 prisoners and trainees sat for 6,582 subject examinations and passed in 4,477, a success rate of 68%. The figures show little change in the number of people offering themselves for examination compared with 1977, but disclose a fall in the number of subjects in which they were examined and a fall in the success rate. The former could be a consequence of the cuts in public expenditure and the latter could reflect difficulties in the circumstances of study. It seems unlikely to reflect a decline in the quality of teaching and learning, however, because examination successes in sensitive areas of study were well maintained. For example, 83 prisoners sat for 108 Open University examinations and passed in 86, a success rate of 79.6% compared with 77.6% in 1977. Amongst the successful prisoners were 7 who qualified for the award of Open University degrees.

Vocational Training

143. Vocational training staff faced much the same difficulties as education staff in 1978. Despite that, 1,266 borstal trainees completed their courses with a further 339 carrying over to 1979. The figures for prisoners were 739 and 343. Examination results were good. Of 467 trainees who entered, 434 or 92.9% passed. The figures for prisoners were 531, 424 and 79.8% respectively. Trainees gained 11 distinctions and 137 credits in City and Guilds examinations, the corresponding figures for prisoners being 8 and 86. Compared with 1977 this represents a contraction in the scale of vocational training activities, but examination performance was better.

Libraries

144. 1978 saw the publication of a policy statement on library arrangements for people in custody. It appeared about the same time as the Department of Education and Science publication "The Libraries' Choice" which contains a chapter on the subject. The two documents have much in common and the Prison Department was able to accept in principle all the recommendations made in the DES publication. Action to follow up the recommendations is now in hand and it is evident that public libraries and penal establishments have been heartened by the lead given them. The aim is to bring penal establishments' libraries up to the same standard as public branch libraries as regards size, quality and balance of the book stock; to facilitate regular exchanges of stock between establishments and their supporting public libraries; and to set in train improvements in training and other matters. Prison officer librarians now have the opportunity to work for the City and Guilds Library Assistants Certificate and the first officer to qualify did so in 1978.

Physical Education

145. The Physical Education department continued to grow, with 24 prison officers completing their training as physical education instructors. 315 staff were working in 115 establishments at the end of the year. But recruitment falls short of demand which, even assuming that wastage continues at the present level of 3% a year, is likely for some years ahead to call for an annual intake of 35 newly trained officers to fill the gaps caused by wastage and to meet new needs.

146. Women PE instructors have made a significant contribution not only in the three female establishments where they serve but also in Risley and in Durham prison, where they share the work with their male colleagues.

147. In a year of constraints upon resources physical education staff frequently managed to provide a substitute activity when workshops were closed and to ameliorate the effects of overcrowding and staff shortage by organising exigency programmes. During one 3-month period PE instructors in the midland region laid on extra PE sessions which occupied individual young and adult offenders for a total of around 30,000 hours.

148. PE provision for all establishments during 1978 totalled 3.8 million inmate hours, representing a significant increase over the previous year. There

Visit by Her Majesty the Queen to the Prison Service at the
Officers' Training School, Leyhill on 21 July 1978.

GRO-C

Plate 1

Arrival.

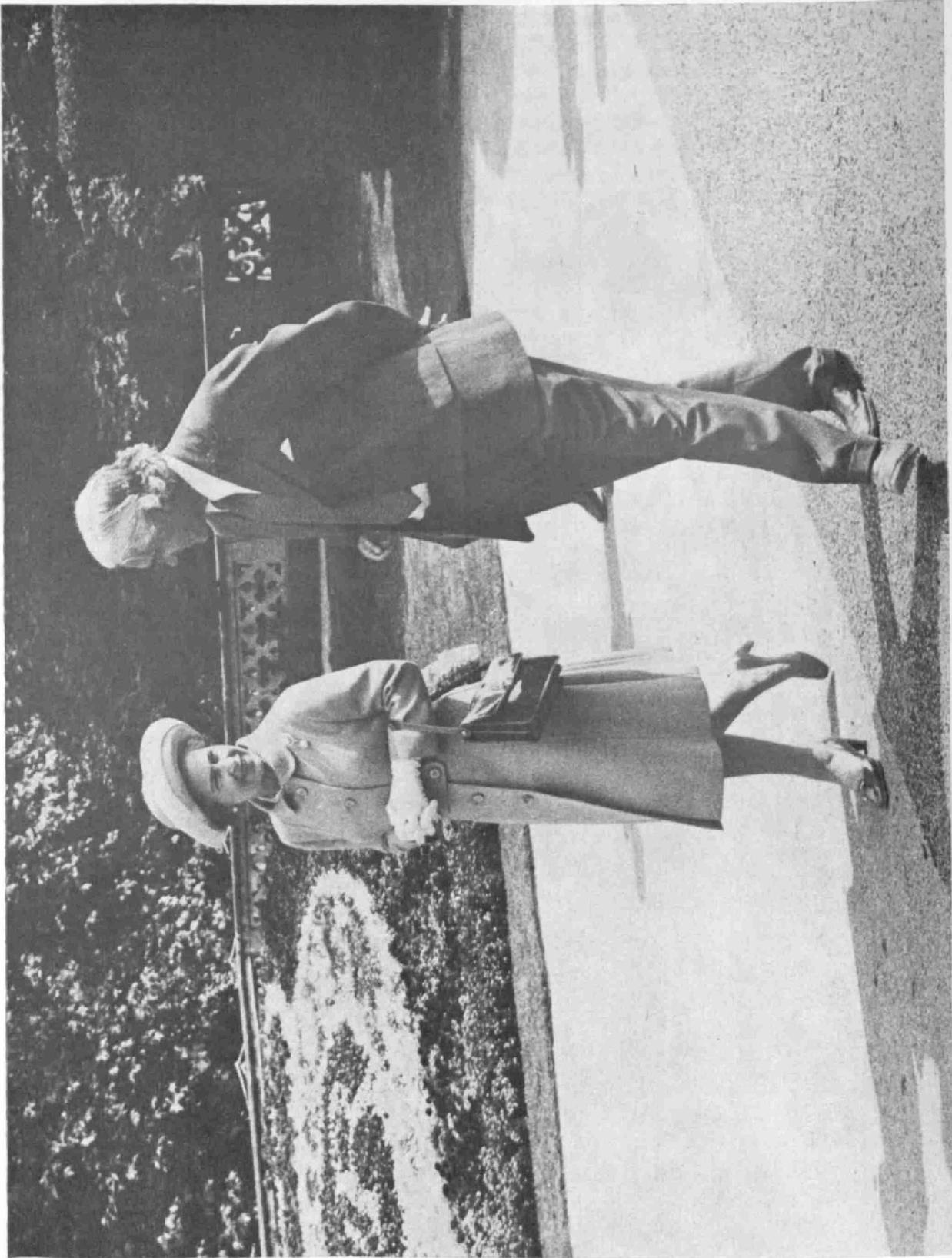


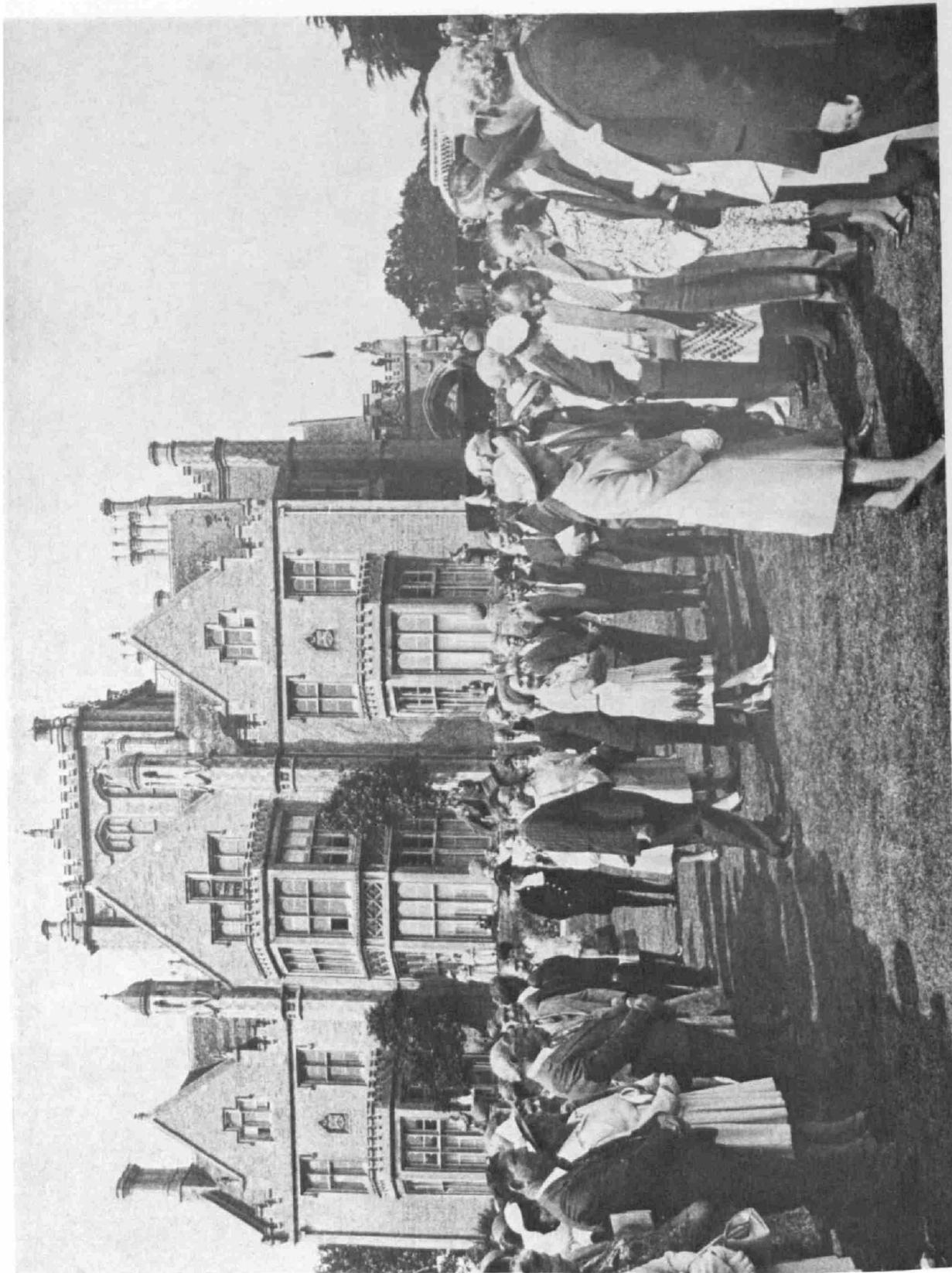
Plate 2

Her Majesty accompanied by Mr. Denis Trevelyan, Director General of the Prison Service.



Plate 3

Her Majesty is shown some of the items in the historical exhibition.



Plates 4, 5 & 6

Her Majesty meets members of the Prison Service and their families on the lawn of the Officers' Training School.



Plate 5



Plate 6



Plate 7

Her Majesty reviews representatives of the Prison Dog Service.

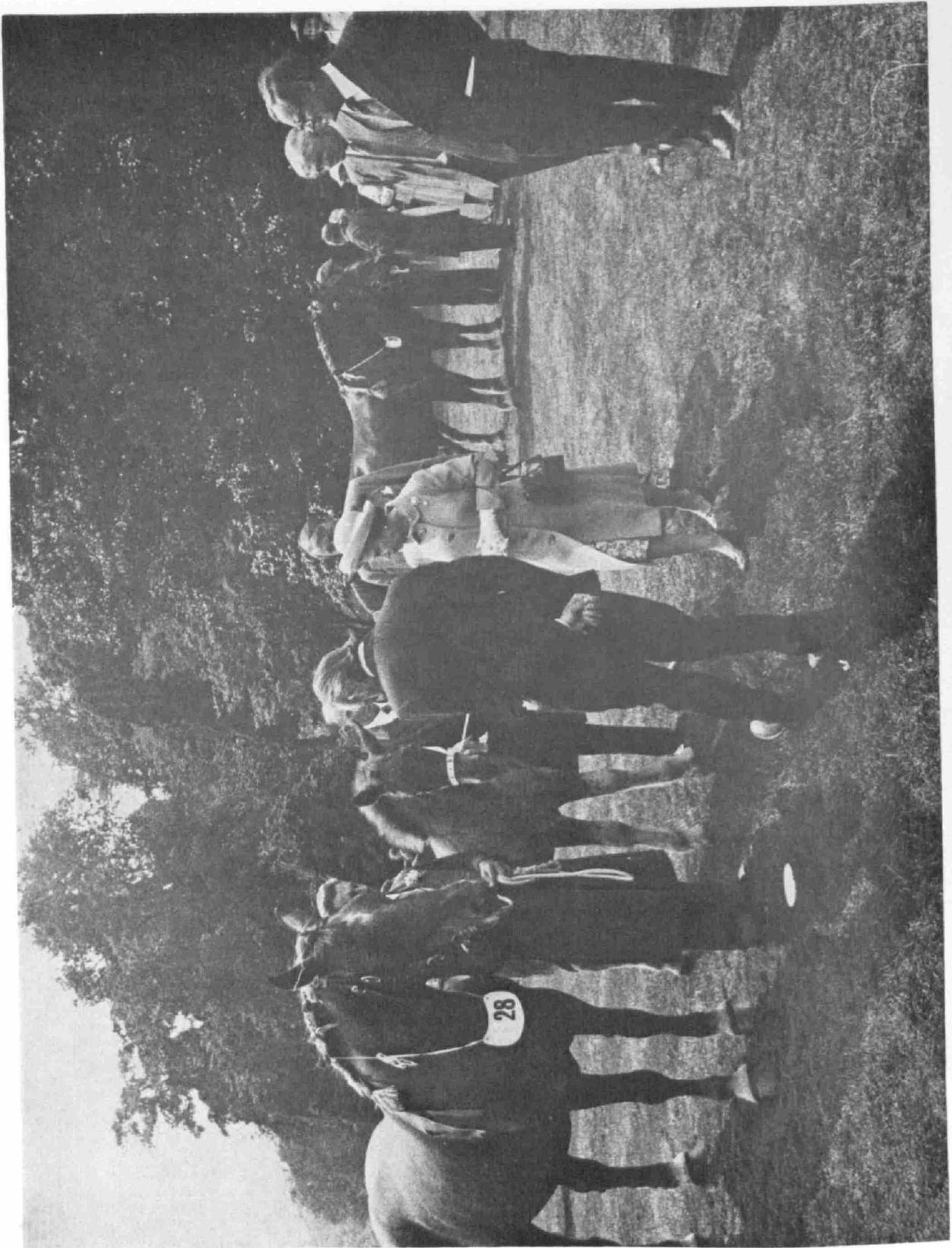


Plate 8

Her Majesty at the parade of Suffolk Punches from the Colony Stud at Hollesley Bay.

were, however, still men in the larger local prisons for whom adequate provision of PE and remedial sessions was impracticable with the available resources.

149. In young offender establishments there was a new initiative in special projects linked with those available to the community at large. A pilot scheme enabling trainees to take physical education as part of the Certificate of Secondary Education is currently in operation at a young prisoner unit and nine establishments in one region alone now take an active part in the Duke of Edinburgh's Award Scheme. The British Gymnastics Association proficiency awards were gained by some 500 trainees during the period January to November.

150. Relationships with the general community have been enhanced not only by the regular participation of all types of establishment in sporting events with visiting teams, but by allowing outside bodies to use establishments' facilities where that is practicable. Featherstone prison has been nominated by the Sports Council as a centre of excellence for badminton and volley ball and used by national teams in their preparation for the next Olympic Games. The British Weightlifting Championships at both junior and under 23 category are now held in two young offender establishments, whilst others provide the meeting place, facilities and supervisory staff for county, area and divisional coaching trials and championships in major sports.

151. On the international scene one Principal Officer (PEI) was official coach to the British schools' weightlifting team, accompanying them to West Germany, and to the junior British team in France, and a Senior Officer (PEI) was appointed manager to the British weightlifting team in their tour of Bulgaria. Two PE staff canoeists were selected to represent Great Britain in the European championships and distinguished themselves by being amongst the few competitors who completed a particularly difficult course.

152. At establishment, regional and national level also there was marked increase in participation in sport and physical recreation by prison service staff and families. In the north twenty-two different sports are organised on a regional basis and sports centres are taken over for a full day's physical recreation and coaching and for final play-offs in regional tournaments. On a national basis the prison service football team played a drawn match against the army and both rugby and cross-country are now being organised, on a similar basis, for competitions at this level. The prison service volleyball team annually competes in the United Kingdom inter-service tournament.

Welfare and After-care

153. The probation and after-care service had at the end of 1978 401 officers stationed in penal establishments, against a complement of 440 posts, including 69 posts in remand centres, detention centres and a few borstals. Although these officers play the more direct part in social work for inmates much also is done by an offender's local probation service, for instance in providing information on his background, maintaining touch with him while inside, helping plan for his release and in advising and helping his family. Prison and probation staff in adult and young offender establishments are being encouraged to co-operate in schemes to help inmates. Schemes of this sort, wherever introduced, have been well received by both services, and the closer working relationship achieved at all levels is without doubt of benefit to inmates.

Chapter Eleven

PRISON INDUSTRIES, FARMS AND SUPPLY

Industries

154. Industries continued to be adversely affected by strains within the the system as a whole and increased capacity and full order books in most areas of work did not produce a commensurate return.

155. The estimated value of production during the financial year 1978-79 was £22.9 million compared with £20.5 million in 1977-78. The estimated loss on trading account in 1978-79 amounted to £4.9 million compared with a loss of £2.8 million in 1977-78. The following table gives details of the estimated results for prison industries for the year ending 31 March 1979 and the results for the previous year.

Table 10. Prison Industries Trading Results for 1978-79 (estimated) and 1977-78

	1978-79						1977-78	
	Industrial Workshops		Occupational Workshops		All Workshops		All Workshops	
	£	%	£	%	£	%	£	%
Value of Production for:								
Prison Department..	15,252,573	70	372,360	34	15,624,933	68	13,909,450	68
Other Government Departments	2,991,777	14	192,973	17	3,184,750	14	3,825,481	19
Other Outside Sales	3,560,844	16	536,406	49	4,097,250	18	2,753,692	13
	21,805,194	100	1,101,739	100	22,906,933	100	20,488,623	100
Expenses:								
Materials	9,488,744	43	389,198	35	9,877,942	43	8,515,911	42
Prisoners' Earnings	735,670	3	206,849	19	942,519	4	847,576	4
Supervision	4,812,367	22	966,442	88	5,778,809	25	5,497,989	27
Overheads.....	5,091,820	24	492,863	45	5,584,683	25	4,518,027	22
Local Administration ..	1,615,399	8	269,298	24	1,884,697	8	1,690,151	8
Central Administration ..	—		—		3,774,496	16	2,200,092	11
	21,744,000	100	2,324,650	211	27,843,146	121	23,269,746	114
Profit/(Loss).....	61,194	—	(1,222,911)	(111)	(4,936,213)	(21)	(2,781,123)	(14)

156. The increased loss is partly attributable to a once-for-all deferment of the annual review of the value credited for goods supplied for Prison Department use. For accounting reasons, the annual review has been moved from October to April and accordingly no increase took place in 1978.

157. Apart from this, short hours and interruptions to production continued to restrict output relative to capacity and overheads. The level of instructor vacancies was another factor and in spite of intensified recruitment efforts a number of posts remained vacant for a prolonged period. Some of these posts are in establishments where circumstances are in other respects conducive to high output and the provision of good quality employment for a high proportion of the population.

158. These problems were by no means universal and a number of workshops continued to flourish and to demonstrate what is possible, given a more stable environment. Steps were taken during the year to provide more managerial support to these shops, with particular reference to production and quality control. But even where results were disappointing in economic terms, the output achieved and the level of employment sustained showed a determination on the part of the staff concerned to make the most of a difficult and frustrating situation.

Farms and Gardens

159. The area of land managed by the Department amounted to 7,196 hectares of which 4,371 hectares were used for agricultural and horticultural production. The remaining area of 2,825 hectares consisted of recreational and amenity areas, staff quarters sites and sites for reclamation and for new establishments.

160. Gainful work experience and training were provided for 2,200 prisoners and trainees. Formal training resulted in the award of 504 National Proficiency Test certificates and 99 City and Guilds and Union of Lancashire and Cheshire Institute certificates to those employed in agricultural and horticultural work.

161. Production continued to be directed in the main towards the provision of fresh vegetables, pork, bacon and pasteurised milk for use within the prison service kitchens but cash sales to the value of £1,089,512 were also made during the year.

162. In July 1978 in conjunction with the Agricultural Development and Advisory Service of the Ministry of Agriculture, Fisheries and Food a farm walk was held on the prison farm at Dartmoor. About 200 farmers attended and were shown various aspects of grassland management, the grass drying plant, the 300 head beef suckler unit which includes Galloways and Blue-Greys, the 90 cow Friesian dairy herd and the flock of 500 Blackface ewes. Special attention was given to the system of winter housing for the beef cattle and the potential of intensive grass production to support beef and sheep in upland conditions.

163. During the year the volume and value of agricultural and horticultural production continued to increase compared with previous years. The following table gives preliminary estimates of trading results for farming and gardening activities together with results for the previous year.

Table 11. Farms and Horticultural Activities Trading Results for 1978-79 (estimated) and 1977-78

	1978-79	1977-78
Value of Production	7,835,000	6,831,604
Less: materials	3,315,000	3,038,659
Gross Margin	4,520,000	3,792,945
Fixed Costs:		
Supervision	} breakdown not yet available	1,358,484
Prisoners Earnings		117,199
Overheads		601,334
Local Administration		169,552
Central Administration		195,197
	2,800,000	2,441,766
Profit	1,720,000	1,351,179

Supply

164. No major changes in organisation took place but some improvements to the facilities available in the central stores were introduced. New storage equipment was provided with which a greater density of stowage can be achieved and a more efficient stock location system was introduced. These will become more generally available during 1979 and will raise efficiency.

165. In order to improve the distribution of goods from Central Stores to establishments a revised timetable of deliveries was installed and an experimental scheme known as CEPAK introduced. CEPAK provides for the regular issue of previously agreed quantities of goods to the user establishments without the need for monthly preparation of orders thus reducing the clerical work in the penal establishments and simplifying provisioning within the stores.

166. Removing certain little-used items of clothing from the range available to inmates permitted an increase in the quantity allowed of more popular garments. This gave local management more flexibility in operation. Local prisons were given a special provision in order to cater for their high turnover of population.

167. Special efforts were made to inspect several establishments where the standards of furniture and equipment were considered to be below a generally acceptable level. As a result many of these were refurnished and re-equipped. Particular attention is paid on these occasions to staff locations such as offices, rest rooms and messes. There are plans to continue this action in 1979.

168. In response to staff side requests a review of women officers' uniform was started concerned with style, material and range. Several improvements were made to the range of male officers' uniform and protective clothing.

169. A review of the specifications for food purchased for inmates was undertaken in order to ensure that they were kept up to date. One important result

was the rewriting of the carcass meat specifications in consultation with the Meat Livestock Commission. This has enabled the Department to purchase more consistent quality and to obtain better value for money.

170. A new transport system between Hollesley Bay and the London prisons began in September. This provides for the transmission of fresh milk and prepared vegetables in large refrigerated lorries to London where the load is sorted and delivered in smaller vehicles to the establishments. This ensures that the food arrives in good condition for the caterer to prepare.

Catering

171. The training of catering officers has continued at Blackpool College of Art and Technology; as in 1977 three courses were held to meet increasing needs. Again the standard of achievement was very high; of those who sat the City and Guilds Examination 80.5% passed with credit.

172. In 1978 the three-day course was held in Torquay. Sixty catering officers attended including catering officers from Scotland and Ireland. The course consisted of lectures on fats, oils and flours for the catering and baking industry; butchery; a lecture by the White Fish Authority; breadmaking; and modern education.

173. The Mackman Cup Competition was held for the fourth year. This is a competition for catering officers to produce the best prison loaf and the best item of flour confectionery, which this year was a madeira cake. The 8 Horspool Trophies for the regional winners and the 2 Mackman Cups for the finalists were presented by Lord Boston of Faversham, Minister of State for the Home Office, on the 10 January 1979. The winner for both the bread and confectionery competition was Principal Officer (caterer) P M Givens, from Kirkham Prison.

Chapter Twelve

RELIGION

174. Mention is made in paragraph 2 of the ecumenical service held in Westminster Abbey to commemorate the prison service's centenary. The service was memorable in that it was held at all in a time of crisis and agnosticism, and because of the huge congregation which filled the Abbey to offer thanksgiving and dedication. It was significant because it recognised and expressed the identity of the prison service and because it also recognised that the service's work is work done responsibly on behalf of society. The sermon, on the criminology of Christ, was preached by Bishop Augustine Harris, now Roman Catholic Bishop of Middlesbrough and formerly the prison service's senior Roman Catholic Chaplain. Similar ecumenical services were arranged locally in Gloucester, Manchester and Lichfield cathedrals as well as in a number of parish churches.

175. There is a general tendency for people to distance themselves from prisoners and even from prison staff but when the subject is brought out into the open people show themselves willing not only to explore practical ways in which they can be involved but also to discuss important moral issues raised by penal policy and practice. The concern of Christian people in penal matters was stimulated by a debate in the Church of England General Synod on the Report "Prisons and Prisoners in England Today" and by a series of conferences involving clergy and laity held in different parts of the country. Considerable concern was expressed about such matters as overcrowding, the imprisonment of mentally ill people, the shortage of staff and of work, the effect of staff industrial action on prisoners and the need to introduce into regimes opportunities for choice and growth.

176. During the year chaplains representing all Churches have continued to develop an ecumenical ministry committed to working together wherever possible. This development has been noted and welcomed by staff and inmates. One governor in his annual report writes "Mention should be made of the chaplaincy team whose ecumenical approach is uncompromising and impressive. It demonstrates the strength of a part-time chaplaincy where each member plays a full part in a corporate ministry". Chaplains are increasingly planning their programmes together, representing one another at meetings, covering for one another on rest days, sharing in inmate discussion groups and undertaking training together.

177. This ecumenical concept expressed itself in the provision and dedication of the new Chaplaincy Centres at Shepton Mallet, Blantyre House, Guys Marsh and Cookham Wood. In each case the work done by works staff and by inmates under their supervision to provide buildings which express hope and new life is of a very high standard indeed. The Archbishop of Canterbury, Cardinal Hume and other church leaders have made regular visits in order to licence chaplains,

dedicate chapels, confirm candidates, share in carol services or simply to express their pastoral concern for both staff and inmates.

178. In their reports, several governors have stressed the importance and effect of the chaplains' pastoral ministry. One writes "I firmly believe that the most important task of a prison chaplain is not the conduct of corporate acts of worship but in the pastoral work which he carries out by knowing and being known by staff and inmates. This view has been confirmed on several occasions when the chaplain, because of his pre-established relationships, has been instrumental in calming down potentially serious situations". Chaplains themselves would not dissent—the Chaplain of Stafford prison writes "There has been a continuous stream of men seeking perhaps an open ear, perhaps an opportunity to off-load their inner burdens, perhaps seeking the door to a New Life which they have seen in others". Much of the training provided has sought to enable chaplains to conduct this ministry with competence and confidence and in co-operation with the pastoral ministry of other members of staff.

179. The proportion of inmates sharing regularly in worship has increased despite low attendance figures in some places—and this consistently despite changes in both chaplains and inmates. Even more marked is the increased number of inmates seeking involvement in other activities within the chaplaincy programme. There are repeated reports of waiting lists for discussion groups, visiting Gospel groups, bible classes, and padres' hours. The Chaplain of Wellingborough borstal reports "On two evenings a week the chaplaincy centre is packed with trainees together with visitors from the outside for the purpose of joint discussion". Not only do visitors come in, but inmates go out to share in programmes in outside churches. A small group of men from Ford prison accompanied the chaplain on his Sunday evening preaching engagements and joined in choirs, read lessons and led intercessions. The inmates of many open establishments regularly worship in outside churches, so experiencing for themselves what the Church means and also helping others to share in the experience. Selected trainees from Huntercombe borstal have shared in a Youth Weekend at an outside Centre and other trainees have stayed at places like Ampleforth and Cerne Abbas. "Each of us needs the perpetual reminder that in keeping the law he is not thereby justified, still less separated, from the person who has broken it".

180. The Annual Census of religious registration shows the following:

Church of England	24,534
Roman Catholic	9,403
Methodist	865
Church of Scotland/Presbyterian	574
Baptist	127
Salvation Army	81
Christian Scientist	48
Quaker	45
Jewish	339
Sikh	229
Muslim	837
No Religion	3,654

181. The number of inmates registering as belonging to non-Christian groups has been maintained. Agreement has been reached with the headquarters of each group and we are grateful to them for their co-operation in agreeing on the facilities to be provided. Maintaining and deepening the link with a religious or cultural group is an important factor in rehabilitation.

182. The recent funeral of a much loved full-time Chaplain which took place in Leyhill prison chapel was a striking reminder of how the priest in being the servant of all, belongs to all. His body was carried into the Chapel by prisoners and carried out by prison officers; the Chapel was packed to capacity with family, friends, chaplains, prisoners and staff; the Service was taken by the Assistant Chaplain General, the lesson read by the Assistant Senior RC Chaplain, the address given by the Chaplain General and the blessing by his bishop. The ministry of a prison chaplain is a privileged one.

Chapter Thirteen

HEALTH AND MEDICAL SERVICES

General Health

183. Several detention centres reported that an unusually large number of trainees had contracted chicken pox during the first few months of 1978 and a number of establishments reported an increase in the number of prisoners injured as a result of taking part in competition games or physical training. There were no significant outbreaks of serious infectious illness and the general health of inmates remained good.

Incidence of sickness

184. During 1978 medical attention was sought on 1,061,923 occasions, almost 78,000 more than in 1977, but there was little change in the number of admissions to the hospitals of establishments for observation or treatment (38,961). The average daily number of patients in the hospitals of establishments was 1,211.

Resources and use of resources

185. The total number of hospital beds was increased by 62 and the average proportion of available hospital beds actually occupied fell from 56% to 54%. 1,165 patients were transferred from the hospitals of smaller establishments to those possessing more extensive facilities (1,386 in 1977) and 16,133, 758 more than in 1977, attended the out-patient departments of National Health Service hospitals. 1,361 inmates were admitted to National Health Service hospitals for in-patient treatment compared with 1,249 in 1977. In contrast with psychiatric referrals which increased by 31% and dental and optical referrals each by 4%, fewer patients in 1978 were referred by prison medical officers for advice or treatment to physicians and surgeons who visited their establishments.

Table 12. Numbers of inmates referred to visiting specialists and consultants.

Appointed Specialist	Number of inmates
1. Psychiatrist	7,901
2. Dental Surgeon	55,976
3. Optician	11,247
4. Venereologist	8,390
5. Physiotherapist	4,442
<hr/>	
NHS Consultant	Number of Inmates
6. Physician	1,069
7. Surgeon	1,297
8. Psychiatrist	1,917
<hr/>	
Total	92,239

In addition, consultant psychiatrists visited establishments on 3,118 occasions (an increase of 15%) in order to examine and prepare reports on inmates at the request of their solicitor.

186. Although, as the previous paragraph shows, the prison service makes considerable use of visiting specialists and of the National Health Service, most medical care and treatment continues to be provided by staff employed in the prison medical and hospital services. The present authorised strength of medical staff working in establishments is 6 principal medical officers (PMOs), 24 senior medical officers (SMOs), 70 full-time medical officers and 114 part-time medical officers. At the end of the year there were vacancies for 22 full-time and 33 part-time medical officers. At the larger establishments there are one or more full-time medical officers often assisted by a part-time medical officer; at the smaller, the medical officer is usually a local general practitioner who attends part-time. As well as carrying out their duties in their own establishments, the PMOs and SMOs usually act in an advisory capacity to a small group of other establishments.

187. Medical officers in most establishments are assisted by hospital officers who are prison officers trained at one of the prison service's hospital officer training schools to undertake the basic nursing required. There are five ranks of hospital officer corresponding to the prison officer ranks. The authorised strength is:

Hospital Chief Officer I	6
Hospital Chief Officer II	19
Hospital Principal Officer	80
Hospital Senior Officer	134
Hospital Officer	528

At the end of the year there were 31 vacancies in the hospital officer grades.

188. Nurses are also employed and these are mainly concentrated in the establishments for women and girls and in the four establishments which are equipped with surgical facilities. The authorised strength at 31 December 1978 was:

Senior Principal Nursing Sister	1
Principal Nursing Sisters	5
Senior Nursing Sisters	20
Nursing Sisters (SRNs)	96
State Enrolled Nurses	61
Nursing Auxiliaries	21
Senior State Enrolled Nurse	1

At the end of 1978 there were 47 vacancies in the nursing grades; a number of these vacancies are filled temporarily by agency nurses.

189. A number of other staff are also employed in prison hospitals including pharmacists, pharmacy technicians and occupational therapists.

Obstetrics

190. The following table shows the number of births during 1978 and the corresponding figures for 1977:

Table 13. Confinements

Year	Delivery in NHS Hospitals	Delivery in Establishments	Live Births in Establishments	Still births in Establishments
1977	56	—	—	—
1978	82	—	—	—

Royal Prerogative of Mercy

191. Following the exercise of the Royal Prerogative of Mercy six prisoners were released because of advanced pregnancy and two for other medical reasons. The corresponding figures for 1977 were four and four respectively.

Tuberculosis

192. Mass miniature radiography units visited establishments on 134 occasions and examined 1,653 members of staff and 10,900 inmates. Only two new cases of pulmonary tuberculosis, one active and one quiescent, were detected. The incidence of tuberculosis notified under the Public Health (Tuberculosis) Regulations remained much the same as in 1977, however, as a further 19 active and 25 quiescent cases were discovered by other means. 21 active and 131 quiescent cases were received into custody with this condition known at the time of reception as a result of an earlier diagnosis having been made elsewhere. There was no evidence to suggest that any of the new cases contracted their illness whilst in custody.

Immunisation

193. 5,659 tetanus vaccine doses were offered and given to inmates (3,023 in 1977) whilst the number of inmates who received a full course of prophylactic treatment rose from 841 to 1,098. 1,721 poliomyelitis vaccine doses were given to inmates and 841 inmates received a full course of immunisation. The corresponding figures for 1977 were 2,957 and 711 respectively.

Blood Transfusion Service

194. Blood transfusion teams paid 86 visits to establishments and 8,321 inmates and 915 members of staff volunteered to donate blood.

Drug dependence

195. 1,117 inmates were reported by medical officers as having some degree of dependence on drugs at the time of their reception into custody compared with 1,166 during 1977 and 1,225 in 1976.

Non-fatal self injury

196. 243 inmates were involved in 261 incidents of self-injury with apparent suicidal intent compared with 252 and 263 respectively in 1977, whilst 961 inmates were involved in 1,314 less serious incidents in which suicide was not considered to be the motive. The corresponding figures for 1977 were 825 and 1,061 respectively.

Deaths

197. Sixty deaths occurred in 1978 of which 23 were in National Health Service hospitals. 31 deaths were due to natural causes, 10 were due to non-natural causes and there were 16 suicides.

198. Of the 10 who died from non-natural causes, one was a 66 year old man who died in a National Health Service hospital from bronchopneumonia following a chest operation to repair a perforation of the oesophagus. Open verdicts were recorded in two cases, one an overweight borstal trainee who died of heart failure and one a prisoner who suffered a fatal head injury, there being no certain evidence to indicate how the injury was sustained. There were two accidental deaths, one a female prisoner who died from asphyxia due to inhalation of food and the other from injuries received when a wall fell on a building site. The remaining five deaths occurred as a result of assaults committed by other inmates. The Coroner's verdict on three other deaths is awaited.

Mental health

199. The number of persons remanded in custody for the purpose of obtaining psychiatric reports fell again in 1978. 8,743 were remanded in custody for psychiatric investigation and medical officers submitted psychiatric reports for the information of the courts on 219 persons who were remanded on bail. The corresponding figures for 1977 were 9,992 and 198 respectively and for 1976, 11,057 and 268. 2,694 psychiatric examinations of inmates, arising from the serious or unusual nature of their offences, were undertaken by medical officers and a further 710 psychiatric reports were submitted to courts on the initiative of medical officers. The corresponding figures for 1977 were 2,269 and 786 respectively. In the light of medical reports submitted by medical officers 12 persons (26 in 1977) were found to be under a disability rendering them unfit to plead and 12 (3 in 1977) were found not guilty by reason of insanity.

Hospital orders

200. In the light of recommendations from medical officers, courts made 535 hospital orders without and 122 with restriction orders under the provisions of the Mental Health Act 1959. Details, showing the figures for the last three years, appear in the following table:

Table 14. Hospital and Guardianship Orders made under the Mental Health Act 1959

	Year	Mental Illness	Severe Sub-normality	Sub-normality	Psychopathic Disorder	Total
Hospital Order without Restriction Order	1976	644	13	67	13	737
	1977	575	3	52	14	644
	1978	498	1	26	10	535
Hospital Order with Restriction Order	1976	75	6	23	30	134
	1977	53	1	6	16	76
	1978	92	1	9	20	122
Guardianship Order . .	1976	0	1	0	0	1
	1977	1	0	0	0	1
	1978	0	0	0	0	0

201. The number of probation orders which were made with a requirement that the offender received psychiatric treatment fell again in 1978 to 172. The number of cases in which the transfer of an inmate to a psychiatric hospital was recommended by a medical officer under sections 72 and 73 of the Mental Health Act 1959 and the corresponding figures for 1977 and 1976 were as follows:

Table 15. Recommendations made under Section 72 (sentenced inmates) and 73 (unsentenced inmates) of the Mental Health Act 1959

	Year	Mental Illness	Severe Sub-normality	Sub-normality	Psychopathic Disorder	Total
(a) Number on whom reports submitted ..	1976	70	4	5	15	94
	1977	74	0	6	7	87
	1978	92	1	5	11	109
(b) Number in (a) in respect of whom a Transfer Direction Order was issued ..	1976	45	0	1	9	55
	1977	66	0	3	5	74
	1978	54	0	3	4	61
Number in (b) transferred to psychiatric hospital	1976	45	0	0	9	54
	1977	64	0	2	5	71
	1978	54	0	3	4	61
Number awaiting decision or transfer	1976	16	3	3	3	25
	1977	10	0	3	2	15
	1978	26	1	2	5	34

202. The number of inmates suffering from mental disorder at the time of their release, transferred to psychiatric hospitals on release, or released to guardianship, and the corresponding figures for 1977 and 1976, were as follows:

Table 16. Number of inmates suffering from mental disorder at time of release, transfer and release to guardianship

	Year	Mental Illness	Severe Sub-normality	Sub-normality	Psychopathic Disorder	Total
Number released and reported to the local health services	1976	23	0	2	3	28
	1977	26	1	1	0	28
	1978	46	0	1	2	49
Number transferred to hospital on their earliest date of release.....	1976	29	0	0	0	29
	1977	30	0	0	1	31
	1978	20	0	1	2	23
Number returned to hospital by virtue of s.46 of the MHA 1959	1976	1	0	0	0	1
	1977	1	0	0	0	1
	1978	0	0	0	0	0
Number restored to guardianship by virtue of s.46 of the MHA 1959	1976	0	1	0	0	1
	1977	1	0	0	0	1
	1978	0	0	0	0	0

Other Investigations and Reports

203. Reports were prepared and submitted by medical officers on 9,663 inmates for the information of local review committees and the Parole Board and on 345 inmates at the request of the Directorate of Prison Medical Services for other purposes. 346 reports dealing only with the physical health of persons were submitted for the information of the courts. The corresponding figures for 1977 were 9,971, 321 and 433 respectively.

Special examinations and treatments

204. 674 inmates were given electroencephalographic examinations of which 360 were carried out in the hospitals of establishments. The corresponding figures for 1977 were 775 and 480 respectively.

205. 24 inmates were offered and accepted electroconvulsive therapy for the treatment of their mental illness of whom 15 were treated as outpatients in National Health Service hospitals. The corresponding figures for 1977 were 13 and 8 respectively.

Mentally disordered offenders

206. As table 14 shows, the number of hospital orders made with restriction orders increased from 76 to 122 but the number of hospital orders made without restriction orders fell by 27% of the 1976 figures (a 13% fall was noted for 1977), and fewer hospital orders were made overall. It is not possible to deduce from these bare figures whether more or fewer offenders suffering from mental disorder of a nature or degree warranting their detention in hospital for medical treatment under the Mental Health Act 1959 are now being received into prison under sentence. The results of the 6-monthly continuing exercise in which prison medical officers record the number of inmates in their establishments who are suffering from mental disorder of the requisite nature or degree, which suggest that the number has fallen over the past year, are also not wholly straightforward to interpret. It is certainly the case that the pressures on prison accommodation and staff caused by the difficulty in finding outside hospital places for offenders whose mental condition is judged by medical officers to warrant this course appear not to have diminished in any way. Previous Annual Reports have drawn attention to this serious problem, on which the Home Office and the Department of Health and Social Security have continued to explore the scope for corrective action.

Chapter Fourteen

OTHER DEVELOPMENTS

BOARDS OF VISITORS

207. Two hundred and twenty new members of Boards of Visitors were appointed during the year—slightly more than in 1977—to fill vacancies caused by resignations. Five weekend training courses, offering a total of 200 places, were held during the year at the Prison Service College, Wakefield. The Department also arranged 2 midweek courses at places other than Wakefield, one for newly appointed and the other for more experienced members, designed for those who were unable to take advantage of the Wakefield course. One of them had to be cancelled due to lack of support. There was a marked increase in the number of reciprocal visits arranged between Board members of various establishments, and this has served to extend members' perception of the prison service generally.

208. Regional conferences for members of Boards of Visitors were arranged in 3 regions. There was inadequate support for a conference in the fourth region. One region held a single conference combined with a visit to an establishment; another region held two conferences—one each for members from adult establishments and from young offender establishments; the third region in addition to a single regional conference, arranged a number of sub-regional conferences for members from like establishments.

209. Six training courses for Clerks to Boards of Visitors were held during the year providing eighty training places. These courses are greatly appreciated not only by the Clerks themselves but by the Boards which they serve.

210. The Annual Conference for Board members was held in November and was addressed by the Secretary of State for the Home Department, the Rt Hon Merlyn Rees, MP. In his address he announced that he was setting up a working party to inquire into the role, appointment, training and remuneration of Clerks to Boards of Visitors. This working party was set up because of the difficulties experienced by a number of Boards in securing the services of a Clerk at a time of increasing complexity of duties.

211. In March, in a Parliamentary Answer about the extent to which members of Boards of Visitors have discretion to speak publicly on prison matters, the Home Secretary referred to a letter which had recently been sent to the Chairmen of Boards, pointing out that with the exception of certain prescribed matters—principally matters bearing on the security of a prison establishment, information supplied on the basis of strict confidence, and personal details relating to

inmates or staff—individual members had been given broad authority to discuss publicly prison matters generally, and in doing so to draw upon their experiences as Board members, and should not feel constrained from doing so by the Official Secrets Act.

PRISON VISITORS

212. Prison Visitors are voluntary workers formally appointed by the Prison Department, who visit and befriend inmates in a prison in their local area. There are at present approximately 580 Prison Visitors visiting at 60 prisons.

INTERNATIONAL AFFAIRS

213. The Department has continued to contribute to the work of the United Nations and the Council of Europe through its participation in a number of international meetings and seminars on criminal and penal subjects held during the course of the year, and by its active support for the work of various select committees of the European Committee on Crime Problems (ECCP).

214. The United Kingdom was represented at the 27th Plenary Session of the ECCP by Mr Neale, Controller of Planning and Development in the Prison Department and by Mr Moriarty of the Criminal Department. Since June 1978 Mr Neale has been chairman of a select committee of the ECCP concerned with the standard minimum rules for the treatment of prisoners. The United Kingdom is also represented on a ECCP select committee examining prison regimes and prison leave and is providing a consultant to the select committee on dangerous offenders in prison. A member of the prison psychological service is currently involved in a European study of prison management.

215. In September Mr R W G Smith of the Prison Department and Mr Hensman of the Probation Inspectorate attended a ECCP Seminar in Stockholm on co-operation between prison and probation administrations and local authorities and in December the United Kingdom acted as host to a meeting of experts held as part of the preparations for the 6th UN congress on the prevention of crime and the treatment of offenders to be held in Sydney, Australia in 1980. The meeting took place at King's College, Cambridge under the chairmanship of Sir Arthur Peterson, a former Permanent Under-Secretary of State at the Home Office. In November Dr Ingrey-Senn, Deputy Director of the Prison Medical Service, attended the First World Congress of the International Council of Prison Medical Services which was held at Dijon.

216. Ministers and senior officials of the Department continued to visit penal establishments abroad. Lord Harris, Minister of State with responsibility for the Prison Department, and Mr Trevelyan, Director-General of the prison service, visited Ringe and Horserod prisons in Denmark in May and the latter visited the United States in June. In addition, as in previous years, the Department helped members of the prison service to arrange informal visits to penal establishments abroad. These visits, both formal and informal, not only provide useful first-hand information about other countries' penal policy and practice but also stimulate consideration of new initiatives here.

RESEARCH

Facilities for outside research workers

217. Requests for facilities and study are received in large numbers. Although some have to be refused because of the strain they would place on particular establishments, every effort is made to encourage work which has implications for an improved understanding and management of the prison situation. It is easily forgotten that, quite apart from any intrinsic value, such research affords the management and staff of prisons a different sort of opportunity to look afresh at what they do and at the problems facing them. This in itself is valuable in an institutional environment.

Research by Prison Department staff

218. Many areas of prison life continue to be investigated by Prison Department psychologists, education officers and others. This work receives little publicity, but has the considerable advantage that what is learnt can be quickly reported to governors and regional directors, and used in current discussions on policy.

Research funded by Home Office Research Unit

219. Much of the research being carried out at this level in prisons is a continuation of work started in previous years. One important new project concentrates on an old prison problem—the socially inadequate, short-term recidivist—and will be concerned with problems of arrest and sentencing, as well as those of more effective resettlement.

Research by Scientific Advisory Branch

220. Operational research work continued in 1978 on problems concerned with making the best use of available resources. Studies were carried out into how existing establishments might be used in the event of the introduction of a generic sentence for young offenders, and into possible future needs for extra places. Work continued on the development of models to help with the allocation of manpower resources between establishments.

221. The Research and Development programme to meet Prison Department operational requirements for security equipment continued. Further tests were carried out, in co-operation with the Directorate of Works, on perimeter alarm systems and items of physical security; and efforts continued to be made to improve personal alarm systems for prison officers and to provide effective search equipment for the detection of explosives, weapons and drugs. Recent disturbances in prisons and elsewhere have highlighted the need for protective clothing and other equipment for use in riots. Suggestions received from those involved in controlling such situations have proved useful in this particular task. Continuing co-operation with other government departments, both at home and overseas, has been mutually beneficial.

PUBLIC RELATIONS

222. Considerable attention was to be expected from the media during a year of increasing concern about the pressures on the prison service and 1978 was noteworthy for many new and some unexpected developments in the field of public relations.

223. In its report published on 27 July 1978, the House of Commons Expenditure Sub-Committee examining the Reduction of Pressure on the Prison System, welcomed the Prison Department's evident willingness to co-operate with the media and to meet genuine and responsible requests for access and information, and commended its traditional insistence on respect for the privacy of individual prisoners. Despite the difficulties, particularly in overcrowded establishments, very considerable help and facilities were provided for more than 175 projects from radio, television and the press. Many of these sought to break new ground in realism and authenticity and called for sympathetic help from staff.

224. Her Majesty the Queen's visit to Leyhill Officers' Training School on 21 July to mark the Centenary of the Prison Service attracted extensive press and broadcasting interest, with the Hollesley Bay Suffolk Punches inevitably stealing the show in a comprehensive display mounted by the Directorate of Industry and Farms.

225. Among several notable broadcast productions during the year were the extensive study by BBC "Man Alive Report" of the personalities and the regime at Bullwood Hall girls' borstal, and a close exploration as a social record by BBC Radio 4 of the feelings and expectations of a prisoner about to be released from Drake Hall prison. *The Times*, *Sunday Times*, *Daily Mirror*, *Times Higher Educational Supplement*, *The Guardian* and *Manchester Evening News* were provided with facilities for special features, often covering more than one establishment or presented as a series. Local and regional TV facilities ranged from observational facilities for television plays to the opening of discussions on a projected Yorkshire TV documentary entitled "Inside a local prison".

226. More generally there was a marked expansion of activity by local press and radio. All parts of the media reported quite extensively on the very positive community involvement demonstrated at Cardiff prison with the development of the crèche to assist the parents of local, handicapped children. The popularity of the BBC "Porridge" series (with prison staff and inmates as much as the general public) was acknowledged at the end of 1978 when a film production company creating a cinema version of the series were allowed to utilise Chelmsford prison whilst it was in process of restoration.

227. Despite this effort towards exposure of the work and problems of the service many members of staff felt dissatisfaction from time to time with their portrayals by the media and were particularly disturbed by one of the programmes in the BBC drama-documentary series "Law and Order" which presented prison staff as brutal and corrupt. This led the Prison Officers' Association to decide in May to refuse co-operation with BBC television for a period. The ban was eventually lifted at the beginning of December. Unhappily the Prison Medical Service was the target for many inaccurate but apparently concerted attacks on its ethics and standards of treatment. Despite the constraints imposed by the confidentiality of the doctor-patient relationship, the Department did its best on every available occasion to answer accusations patiently, and to explain the work of its doctors.

APPENDIX No. 1

THE PRISONS BOARD
(As at 30 June 1979)

D J Trevelyan *Chairman, Director General*
T G Weiler *Controller (Personnel and Services)*
M S Gale, MC *Controller (Operational Administration)*
K J Neale, OBE *Controller (Planning and Development)*
G W Fowler *Chief Inspector*
Dr J H Orr *Director of Prison Medical Services*

APPENDIX No. 2

Opening and Development of New Establishments and New Units at Existing Establishments

New places listed below do not necessarily indicate an addition to the system

Position as at 1 January 1979

Location	Type/size of project	Timetable
A. Establishments or Units completed and/or opened since 1 January 1978		
BRISTOL Avon	Hospital extension of 20 places	Completed November 1978
B. New establishments or units under construction		
<i>(a) Closed prisons for Category B adult men</i>		
HIGHPOINT Suffolk	Non-dispersal for 496	Completion expected 1985
FRANKLAND Durham	Dispersal for 447	Completion expected 1980
<i>(b) Closed prisons for Category C adult men</i>		
ACKLINGTON Northumberland	Medium/long term for 437	Completion expected 1983
CHANNINGS WOOD Devon	Medium/long term for 484	Completion expected 1982
NORTHEYE East Sussex	Extension of 105 places	Completion expected December 1979
NORWICH Norfolk	Extension to provide 96 places	Completion expected 1980
WYMOTT Lancashire	Short term for 816	Occupation to start April 1979
<i>(c) Remand and/or allocation centres for male young offenders</i>		
GLEN PARVA Leicestershire	Remand/allocation centre for 360	Completion expected 1980
THORP ARCH West Yorkshire	Extension for 72 places	Completion expected 1980
<i>(d) Training establishments for male young offenders</i>		
CASTINGTON Northumberland	Closed young offender establishment for 300	Completion of remaining 240 places expected 1982
DEERBOLT Durham	Closed young offender establishment for 420	Completion of remaining 240 places expected 1983
DOVER Kent	Additional 31 closed borstal places	Completion expected 1980
FELTHAM Greater London	Replacement for 280 closed borstal places	Completion expected 1981
HOLLESLEY BAY Suffolk	Secure borstal unit for 185	Completion expected 1983
NORTHRIDGE Suffolk	Closed detention centre for 200	Completion expected 1985

APPENDIX No. 2

Opening and Development of New Establishments and New Units at Existing Establishments
Position as at 1 January 1979—*continued*

Location	Type/size of project	Timetable
<i>(e) Establishments for women and girls</i> ASKHAM GRANGE York	26 open places	Completion expected 1980
COOKHAM WOOD Kent	Closed prison for 120	Completion of remainder expected 1980
HOLLOWAY London	Closed prison and borstal re-development for 550 places	Partly occupied and completion expected 1984
LOW NEWTON Durham	Extension of 12 remand places	Completion expected September 1979
STYAL Cheshire	23 closed places	Completion expected October 1979
C. New establishments or units in design stage		
<i>(a) Closed prisons for Category B adult men</i> FULL SUTTON Humberside	Dispersal for 447	Project due to start in 1982
WYMOTT Lancashire	Non-dispersal for 480	Deferred to 1983 at the earliest
SWALESIDE Kent	Non-dispersal for 480	Deferred to 1983 at the earliest
<i>(b) Closed prisons for Category C adult men</i> BOVINGDON Hertfordshire	Medium/long term for 484	Deferred
WAYLAND Norfolk	Medium/long term for 484	Project due to start in 1981
<i>(c) Open prisons for adult men</i> FORD West Sussex	Additional accommodation for 60	Completion expected 1982
<i>(d) Remand and/or allocation centres for male young offenders</i> FELTHAM Greater London	Remand and assessment centre for 556	Completion expected 1984
<i>(e) Training establishments for male young offenders</i> APPLETON THORN Cheshire	Young Offender II open for 300	Project may start in 1982
GLEN PARVA Leicestershire	Conversion of offices to provide 30 places	Completion 1981
STOCKEN Leicestershire	Young Offender I closed for 300	Project due to start in 1981 or April 1982 at the latest

APPENDIX No. 3

Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a))
Year ended 31st December 1978

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates			
			Ordinary		Special	Total	Average	Greatest	
			Cells or Cubicles	Dormitories or huts					
<i>Local prisons for men</i>									
Bedford.....	St. Loyes Street, Bedford, MK40 1HG	—	134	26	9	169	268	318	
Birmingham	Winson Green Road, Bir- mingham, B18 4AS	Pre-release employment scheme Long-term allocation centre Overnight accommodation for 6 women	497	36	64	597	953	1,100	
Bristol	Cambridge Road, Bristol, Avon, BS7 8PS	Life sentence prisoners Long-term allocation centre Long-term training wing Pre-release employment scheme Secure accommodation for 5 women	318	212	49	579	598	649	
Brixton	PO Box 369, Jebb Avenue, Brixton, London, SW2 5XF	Unconvicted adults from Lon- don and the Home Counties Prisoners serving sentences of up to eighteen months	530	71	95	696	1,054	1,157	
Canterbury	Longport, Canterbury, Kent, CT1 1PJ	—	154	81	11	246	344	397	
Cardiff	Knox Road, Cardiff, South Glamorgan, CF2 1UG	Separate remand centre for male young offenders	237	—	36	273	441	495	
Dorchester	North Square, Dorchester, Dorset, DT1 1JD	—	136	16	3	155	216	244	

APPENDIX No. 3—(continued)

Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a))
Year ended 31st December 1978

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates		
			Ordinary		Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts				
Durham	Old Elvet, Durham, DH1 3HU	Separate wing for female prisoners	601	24	44	669	953	1,020
Exeter	New North Road, Exeter, Devon, EX4 4EX	Separate remand centre for male young offenders Pre-release employment scheme Separate young prisoners wing Long-term allocation unit Rule 43 Wing	218	30	35	283	444	501
Gloucester	Barrack Square, Gloucester, GL1 2JN	—	184	—	12	196	330	354
Leeds	Armley, Leeds, West Yorkshire, LS12 2TJ	—	493	44	55	592	1,048	1,151
Leicester	Welford Road, Leicester, LE2 7AJ	Pre-release employment scheme Special Security wing	166	14	37	217	366	418
Lewes	Brighton Road, Lewes, East Sussex, BN7 1EA	Short, medium and long-term training Unsentenced prisoners from Sussex courts and young remand prisoners from Sussex, Surrey, Kent and London courts	321	12	—	333	346	394
Lincoln	Greetwell Road, Lincoln, LN2 4BD	—	290	24	40	354	523	594

Liverpool	68 Hornby Road, Liverpool, L9 3DF	Also a young prisoners centre Long-term allocation centre Pre-release employment scheme Surgical centre	899	23	94	1,016	1,534	1,683
Manchester	Southall Street, Manchester, M60 9AH	Also a borstal allocation centre and YP centre	736	128	40	904	1,467	1,595
Norwich	Mousehold, Norwich, Norfolk, NR1 4LU	Pre-release employment scheme Separate training annexe and remand centre	148	36	43	227	331	372
Oxford	New Road, Oxford, OX1 1LX	Deportees. Convicted prisoners awaiting sentence	118	20	5	143	310	370
Pentonville	Caledonian Road, London, N7 8TT	Non-criminal prisoners Pre-release employment scheme	749	18	109	876	1,055	1,175
Shrewsbury	The Dana, Shrewsbury, Salop, SY1 2HR	—	160	—	10	170	218	261
Swansea	Oystermouth Road, Swansea, West Glamorgan, SA1 2SR	Pre-release employment scheme Medium-term training	164	55	8	227	324	356
Wandsworth	PO Box 757, Heathfield Road, London, SW18 3HS	Convicted prisoners awaiting sentence	1,021	144	82	1,247	1,455	1,646
Winchester	Romsey Road, Winchester, Hampshire, SO22 5DF	Long-term allocation centre Long-term allocation unit Separate remand centre for male young offenders	331	39	45	415	612	678
Wormwood Scrubs ...	PO Box 757, Du Cane Road, London, W12 0AE	Dispersal prison Long-term training wing Young prisoners centre Surgical and psychiatric centre Pre-release employment scheme Borstal allocation centre Long-term allocation centre Life sentence—main centre	891	—	163	1,054	1,490	1,584
		Total	9,496	1,053	1,089	11,638	16,680	—

APPENDIX No. 3—(continued)

Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a))
Year ended 31 December 1978

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates			
			Ordinary		Special	Total	Average	Greatest	
			Cells or Cubicles	Dormitories or huts					
<i>Closed training prisons for men</i>									
Ackington	Morpeth, Northumberland, NE65 9XF Newport, Isle of Wight	Camp project	—	327	—	327	316	325	
Albany	Bierton Road, Aylesbury, Buckinghamshire, HP20 1EH	Dispersal prison Medium and long-term training Young prisoners serving medium and long sentences	294	—	—	294	283	302	
Aylesbury	Lowestoft, Suffolk Newport, Isle of Wight, PO30 5PB	Medium and long-term training Short and medium-term training Remand unit for unsentenced adults remanded by Isle of Wight courts	295	—	—	295	309	320	
Blundeston			258	160	—	418	412	420	
Camp Hill			319	168	—	487	352	482	
Channings Wood	Denbury, Newton Abbot, Devon, TQ12 6DW	Camp project	104	212	—	316	243	283	
Chelmsford*	Springfield Road, Chelmsford, Essex, CM2 6LQ	Medium and long-term training	—	—	—	—	48	224	
Coldingley	Bisley, Woking, Surrey, GU24 9EX	Short, medium and long-term training, industrial prison	264	32	—	296	286	294	
Dartmoor	Princetown, Yelverton, Devon, PL20 6RR	Medium and long-term training Life sentence prisoners	550	—	—	550	530	551	
Erlestoke	Devizes, Wiltshire, SN10 5TU	Young prisoners serving short and medium-term training	98	107	—	205	139	188	

					36	9		45	43	47
Exeter	New North Road, Exeter, Devon, EX4 4EX	Young prisoners wing								
Featherstone	New Road, Featherstone, Wolverhampton, WV10 7PU	Short, medium and long-term training			484	—	484	374	476	
Gartree	Leicester Road, Market Harborough, Leicestershire, LE16 7RP	Dispersal prison Long-term training			149	—	149	240	300	
Grendon	Grendon Underwood, Aylesbury, Buckinghamshire, HP18 0TL	Psychiatric centre for men and male young offenders			209	91	300	186	200	
Haverigg	Haverigg Camp, Millom, Cumbria, LA18 4NA	Responsibility for Spring Hill Short-term training plus some longer term terminals			168	352	520	455	483	
Highpoint	Stradishall, Newmarket, Suffolk	Short, medium and long-term training			3	298	301	176	224	
Hull	Hedon Road, Hull, North Humberside, HU9 5LS	Dispersal prison Long-term training			318	—	318	196	252	
Kingston-Portsmouth.	Milton Road, Portsmouth, Hampshire	Life sentence prisoners			140	—	140	122	138	
Lancaster	The Castle, Lancaster	Medium-term training			91	62	153	208	217	
Long Lartin	South Littleton, Evesham, Worcestershire, WR11 5TZ	Dispersal prison Long-term training			350	—	350	337	347	
Maidstone	County Road, Maidstone, Kent, ME14 1UZ	Short, medium and long-term training			530	—	542	511	546	
Northallerton	East Road, Northallerton, North Yorkshire, DL6 1NW	Pre-release employment scheme Prisoners segregated under Rule 43			143	—	143	191	196	
Northeye	Barnhorn Road, Bexhill-on-Sea, East Sussex, TN39 4QW	Medium-term training			13	332	345	335	355	
Norwich	Mousehold, Norwich, Norfolk, NR1 4LU	Short and medium-term training			—	104	104	96	110	
Nottingham .	Perry Road, Sherwood, Nottingham, NG5 3AG	Annexe to main prison for short and medium-term training Medium-term training			168	20	207	264	273	
Onley	Rugby, Warwickshire, CV23 8AP	Pre-release employment scheme Life sentence prisoners Young prisoners serving short and medium-term sentences			420	—	420	388	420	

APPENDIX No. 3—(continued)

Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a)))
Year ended 31 December 1978

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates		
			Ordinary		Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts				
Parkhurst	Newport, Isle of Wight, PO30 5NX	Dispersal prison Long-term training Special security wing Surgical centre	366	—	114	480	333	404
Preston	2 Ribbleson Lane, Preston, Lancashire, PR1 5AB	Short-term training Pre-release employment scheme Some longer term and lifer terminals	415	3	9	427	562	587
Ranby	Ranby, Retford, Nottingham- shire, DN22 8EU	Short and medium-term training Midlands and North	24	464	—	488	477	502
Reading	Forbury Road, Reading, Berk- shire, RG1 3HY	Short, medium and long-term training	160	—	—	160	107	150
Shepton Mallet	Cornhill, Shepton Mallet, Somerset, BA4 5LU	Short and medium-term training	143	19	—	162	260	269
Stafford	54 Gaol Road, Stafford, ST16 3AW	Short and medium-term training Pre-release employment scheme	524	—	12	536	759	792
Standford Hill	Church Road, Eastchurch, Sheerness, Kent, ME12 4AA	Short and medium-term training (also open prison)	12	165	—	177	172	180
Swinfen Hall	Lichfield, Staffordshire	Young prisoners serving medium and long-term sentences	174	8	—	182	180	185
Verne	Portland, Dorset, DT5 1EQ	Short and medium-term training Life sentence and selected long- term prisoners	480	138	—	618	513	542

Wakefield.....	Love Lane, Wakefield, Yorkshire, WF2 9AG	624	105	61	790	717	741
	Dispersal prison Life sentence—main centre Long-term training Pre-release employment scheme Psychiatric centre Rule 43 wing—national resource for prisoners segregated under Rule 43 at own request	8,326	3,176	227	11,729	11,120	—
	Total						
		—	312	7	319	298	316
	Short-term training						
	Pre-release employment scheme	100	300	—	400	372	399
	Short and medium-term training	108	426	—	534	507	543
	Short, medium and long-term training						
	Medium-term training	—	608	—	608	396	429
	Short, medium and long-term training	331	—	—	331	315	332
	Life sentence prisoners						
	Short-term training	1	377	—	378	310	360
	Short and medium-term training						
	Satellite of Grendon	113	87	—	200	193	202
	Short and medium-term training						
	Also semi-secure section	22	352	—	374	361	378
	Short and medium-term training	44	340	—	384	355	384
	Selected lifers at end of sentence						
	Total	719	2,802	7	3,528	3,107	—

Open training prisons for men

Appleton Thorn.....
Warrington, Cheshire, WA4 4RL

Ashwell.....
Oakham, Leicestershire

Ford.....
Arundel, West Sussex, BN18 0BX

Kirkham.....
Preston, Lancashire, PR4 2RA

Leyhill.....
Wotton-under-Edge, Gloucestershire, GL12 8HL

Rudgate.....
Wetherby, West Yorkshire, LS23 7AZ

Spring Hill.....
Grendon Underwood, Aylesbury, Buckinghamshire, HP18 0TH

Standford Hill.....
Church Road, Eastchurch, Sheerness, Kent, ME12 4AA

Sudbury.....
Sudbury, Derbyshire, DE6 5HW

APPENDIX No. 3—(continued)
Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a)))
Year ended 31 December 1978

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates			
			Ordinary		Special	Total	Average	Greatest	
			Cells or Cubicles	Dormitories or huts					
<i>Remand centres for male offenders</i>									
Ashford	Woodthorpe Road, Ashford, Middlesex, TW15 3JZ	Remand centre for male young offenders	359	—	41	400	413	511	
Brockhill	Redditch, Worcestershire, B97 6RD	Remand centre for male young offenders	116	41	20	177	174	220	
Cardiff	Knox Road, Cardiff, South Glamorgan, CF2 1UG	Remand centre for male young offenders	59	8	—	67	74	105	
Exeter	New North Road, Exeter, Devon, EX4 4EX	Remand centre for male young offenders	34	10	—	44	48	64	
Latchmere House	Church Road, Ham Common, Richmond, Surrey, TW10 5HH	Remand centre for male young offenders	123	—	5	128	139	170	
Low Newton	Brasside, Durham	Remand centre for male young offenders	140	5	13	158	184	230	
Norwich	Mousehold, Norwich, Norfolk, NR1 4LU	Remand centre for male young offenders	60	—	—	60	53	69	
Pucklechurch	Pucklechurch, Bristol, Avon, BS17 3QJ	Remand centre for male young offenders	104	—	11	115	101	138	
Risley	Warrington Road, Risley, Warrington, Cheshire	Remand centre for male adult and young offenders	461	24	74	559	818	909	
Thorp Arch	Wetherby, West Yorkshire, LS23 7AY	Remand centre for male young offenders	84	—	17	101	154	178	

Winchester	Romsey Road, Winchester, Hampshire, SO22 5DF	43	21	—	64	95	115
		1,583	109	181	1,873	2,253	—
<i>Closed borstals for male young offenders</i>							
Deerbolt	Bowes Road, Barnard Castle, Co. Durham, DL12 9BG	120	165	—	285	268	290
Dover	The Citadel, Western Heights, Dover, Kent, CT17 9DR	100	146	—	246	202	252
Everthorpe	Brough, North Humberside, HU15 1RB	304	—	—	304	367	369
Feltham	Bedfont Road, Feltham, Middle- sex, TW13 4ND	190	80	—	270	265	289
Glen Parva	Saffron Road, Wigston, Leices- ter, LE8 2TN	240	60	—	300	268	298
Grendon	Grendon Underwood, Ayles- bury, Buckinghamshire, HP18 0TL	16	6	—	22	9	14
Hindley	Wigan, Lancashire	280	32	—	312	306	324
Huntercombe	Huntercombe Place, Nuffield, Henley-on-Thames, Oxon, RG9 5SB	136	5	—	141	138	154
Manchester	Southall Street, Manchester, M60 9AH	183	—	—	183	138	217
Portland	Easton, Portland, Dorset	519	—	—	519	484	535
Rochester	Rochester, Kent	296	80	—	376	344	371
Stoke Heath	Market Drayton, Salop	240	120	—	360	405	421
Wellingborough	Turnells Mill Lane, Wellings- borough, Northants, NN8 2NH	224	120	—	344	333	351
Wormwood Scrubs ..	PO Box 757, Du Cane Road, London, W12 0AE	175	—	—	175	145	233
	Total	3,023	814	—	3,837	3,672	—

APPENDIX No. 3—(continued)

Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a)))
Year ended 31 December 1978

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates		
			Ordinary		Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts				
<i>Open borstals for male young offenders</i> Finnamore Wood	Finnamore Wood, Frieth Road, Medmenham, Marlow, Bucks, SL7 2HX	A satellite of Feltham closed borstal	79	—	—	79	48	64
Gaynes Hall	Great Staughton, Huntingdon, Cambridgeshire, PE19 4DL	—	16	145	—	161	150	176
Gringley	Gringley-on-the-Hill, Doncas- ter, South Yorkshire	Satellite of Hatfield	72	—	—	72	69	72
Guys Marsh	Shaftesbury, Dorset	—	87	178	—	265	216	239
Hatfield	Hatfield, Doncaster, South Yorkshire	—	—	180	—	180	196	202
Hewell Grange	Redditch, Worcestershire, B97 6QQ	Neighbourhood borstal project	—	136	—	136	116	139
Hollesley Bay Colony	Hollesley, Woodbridge, Suffolk, IP12 3JS	Pre-release hostel Also a detention centre	240	115	12	367	318	350
Lowdham Grange	Lowdham, Nottingham, NG14 7DA	—	52	252	—	304	243	306
Prescoed Camp (Usk)	29 Maryport Street, Usk, Gwent, NP5 1XP	—	92	12	—	104	97	121
Wetherby	York Road, Wetherby, West Yorkshire, LS22 5ED	Facility for offenders under school-leaving age	240	—	—	240	234	241
		Total	878	1,018	12	1,908	1,687	—

APPENDIX No. 3—(continued)

Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a))
Year ended 31 December 1978

Establishment	Postal Address	Special features	Accommodation for inmates				Number of inmates	
			Ordinary		Special	Total	Average	Greatest
			Cells or Cubicles	Dormitories or huts				
Grendon.....	Grendon Underwood, Aylesbury, Bucks., HP18 0TL	Psychiatric centre Also has a young prisoners wing for non-medical cases	3	—	—	3	—	—
		(Centres) Total	530	1,436	—	1,966	1,890	—
		Grand Total (Male)	24,555	10,408	1,516	36,479	40,409	—

<i>Local prison for women</i> Holloway	Parkhurst Road, Holloway, London, N7	106	68	47	221	359	396
<i>Other closed prisons for women</i> Cookham Wood*	Cookham Wood, Rochester, Kent, ME1 3LU	56	—	—	56	20	56
Durham	Old Elvet, Durham, DH1 3HU	39	—	—	39	37	39
Styal	Wilmslow, Cheshire, SK9 4HR	45	151	—	196	219	231
		246	219	47	512	635	—
<i>Open prisons for women</i> Askham Grange	Askham Richard, York, YO2 3PT	—	85	35	120	118	128
Drake Hall	Eccleshall, Staffordshire, ST21 6LQ	—	150	—	150	141	173
East Sutton Park	Sutton Valence, Maidstone, Kent, ME17 3DF	—	20	—	20	16	21
Moor Court	Oakamoor, Stoke-on-Trent, Staffordshire, ST10 3BG	17	59	—	76	94	101
		17	314	35	366	369	—
		Total					
		246	219	47	512	635	—
		Total					
		—	85	35	120	118	128
		—	150	—	150	141	173
		—	20	—	20	16	21
		17	59	—	76	94	101
		17	314	35	366	369	—
		Total					
		17	314	35	366	369	—

APPENDIX No. 3—(continued)

Accommodation and population of prisons, remand centres, borstals and detention centres (Prison Act 1952 (Section 5(2)(a))
Year ended 31 December 1978

Establishment	Postal Address	Special features	Accommodation for inmates			Number of inmates			
			Ordinary		Special	Total	Average	Greatest	
			Cells or Cubicles	Dormitories or huts					
<i>Remand centres for women and girls</i>									
Low Newton	Brasside, Durham	—	11	—	12	23	27	41	
Pucklechurch	Pucklechurch, Bristol, BS173QJ	—	41	—	15	56	57	74	
Risley	Warrington Road, Risley, Warrington, Cheshire	—	41	11	33	85	131	168	
	Total		93	11	60	164	215	—	
<i>Closed borstals for girls</i>									
Bullwood Hall	High Road, Hockley, Essex, SS5 4TE	—	121	16	—	137	112	131	
Styal	Wilmslow, Cheshire, SK9 4HR	Receives pregnant girls and those with babies	2	30	—	32	20	26	
<i>Open borstal for girls</i>									
East Sutton Park	Sutton Valence, Maidstone, Kent, ME17 3DF	—	—	40	5	45	35	42	
	Total		123	86	5	214	167	—	
	Grand Total (Female)		479	630	147	1,256	1,387†	—	

† Includes one, not shown elsewhere, representing a woman held in a male establishment for security reasons.

** Establishments that were open for only part of the year:*

Chelmsford—prison closed due to fire in March 1978.

Cookham Wood—closed training prison for women opened July 1978.

A column for “special” accommodation has been included in this appendix. The accommodation shown in the column is that set aside for special purposes, for example in prison hostels or in the hospitals of local prisons and remand centres. The places have been included in the total accommodation of the establishment concerned because inmates occupying them do not have cells or dormitory places kept vacant for them elsewhere in the establishment.

The average numbers of inmates are based on a 365-day year irrespective of the length of time an establishment was open.

The total accommodation shown is that which was available at 31st December 1978.

The definition of terms is as follows:

Short-term imprisonment—up to and including 18 months.

Medium-term imprisonment—over 18 months and up to and including 4 years.

Long-term imprisonment—over 4 years.

APPENDIX No. 4

Statement showing the Expenditure on Prisons, Remand Centres, Borstals and Detention Centres for the year ended 31st March 1978

	Prisons and RCs		Males		Detention Centres	Females Establishments		Totals
	£m	£m	Borstals and YPC	£m		£m	£m	
Daily Average Number of Inmates.....	32,687	6,264	1,638	41,697				
PART I								
<i>Current Expenditure</i>								
A. Central Charges and Cost of Staff in Establishments								
1. Pay and Allowances including Uniforms.....	92.955	19.140	4.314	120.902	4.493			
2. Travelling, Removals and Training etc.....	3.871	0.795	0.181	5.033	0.186			
3. Seconded Probation Officers.....	1.584	0.075	0.105	1.854	0.090			
4. Superannuation Allowances.....	16.239	3.337	0.760	21.117	0.781			
5. Allied Services and Supplies (DOE, HMSO etc.).....	1.947	0.375	0.097	2.484	0.065			
Total A	116.596	23.722	5.457	151.390	5.615			
B. General Supplies and Operating Expenses								
1. Victualling.....	5.118	1.086	0.283	6.674	0.187			
2. Other Supplies and General Operating Expenses.....	12.092	2.889	0.565	16.207	0.661			
3. Escorts and Conveyance of Prisoners.....	2.199	0.197	0.095	2.577	0.086			
4. Post Office Services at Prisons etc.....	1.551	0.304	0.079	1.987	0.053			
5. Payments to Other Votes.....	0.097	0.019	0.005	0.124	0.003			
6. Other Miscellaneous Expenditure.....	0.287	0.055	0.014	0.365	0.009			
Total B	21.344	4.550	1.041	27.934	0.999			
C. Prison Industries—Materials Tools etc.....	10.820	2.514	0.429	13.933	0.170			
Total C								

D. Welfare								
1. Education, Training and Recreation.....	2.857	1.841	0.673	0.236	5.607			
2. Assisted Visits.....	0.278	0.053	0.014	0.009	0.354			
3. Other Miscellaneous Expenditure.....	0.964	0.268	0.108	0.058	1.398			
Total D	4.099	2.162	0.795	0.303	7.359			
E. Prisoners' Earnings etc.....	1.806	0.321	0.043	0.047	2.217			
F. Home Office Administration								
1. Salaries etc.....	6.934	1.336	0.345	0.230	8.845			
2. General Expenses.....	0.739	0.141	0.037	0.025	0.942			
3. Superannuation	0.791	0.152	0.039	0.026	1.008			
Total F	8.464	1.629	0.421	0.281	10.795			
G. Supply and Transport								
1. Salaries etc.....	0.969	0.187	0.048	0.032	1.236			
2. General Expenses.....	0.243	0.047	0.012	0.008	0.310			
3. Superannuation	0.143	0.028	0.007	0.005	0.183			
Total G	1.355	0.262	0.067	0.045	1.729			
Total Current (Gross)	164.484	35.160	8.253	7.460	215.357			
Current Receipts—Appropriations in Aid								
1. Proceeds of Sales outside the Prison Service.....	5.888	0.887	0.173	0.093	7.041			
2. Proceeds of Hire of Labour.....	0.144	0.007	0.001	0.004	0.156			
3. Other Receipts	1.997	0.417	0.079	0.058	2.551			
4. S & T Receipts.....	0.252	0.048	0.013	0.008	0.321			
Total Current Receipts	8.281	1.359	0.266	0.163	10.069			
Net Current Expenditure	156.203	33.801	7.987	7.297	205.288			
Average Annual Cost per Inmate.....	£ 4,779	5,396	4,876	6,585	4,923			

APPENDIX No. 4—(continued)
Statement showing the Expenditure on Prisons, Remand Centres, Borstals and Detention Centres for the year ended 31st March 1978

	Males		Females Establishments	Totals
	Prisons and RC ¹	Borstals and YPC ¹		
PART II				
<i>Maintenance, Repairs, Rentals etc.</i>				
1. Cost of Ordinary Repairs, Rents etc.....	5.175	1.244	0.159	6.865
2. Rates (Treasury Values).....	2.652	0.511	0.088	3.383
Total Part II	7.827	1.755	0.247	10.248
PART III				
<i>Capital Expenditure on the Prison Service (Less Capital Sales)</i>				
1. New Buildings, Alterations etc. (including DOE).....	17.624	5.400	1.129	24.795
2. Plant, Machinery, Tools and Vehicles.....	1.699	0.392	0.043	2.204
Total Part III	19.323	5.792	1.172	26.999
Total Gross Expenditure (Parts I, II, III).....	191.634	42.707	8.879	252.604
Total Receipts (Part I).....	8.281	1.359	0.163	10.069
Total Net Expenditure (Parts I, II, III).....	183.353	41.348	8.716	242.535

APPENDIX 5

THE INQUIRY INTO THE UNITED KINGDOM PRISON SERVICES. TERMS OF REFERENCE ANNOUNCED ON 17 NOVEMBER AND MEMBERSHIP ON 28 NOVEMBER 1979 [COMMONS HANSARD, VOL 958, WRITTEN ANSWERS, COLS 385-386, AND VOL 659, WRITTEN ANSWERS, COL 127]

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Sheriff C C B Nicholson, Sheriff of the Lothians in Edinburgh

Sir John Nightingale, member of the Parole Board and formerly Chief Constable of Essex and Chairman of the Police Council

Terms of Reference

To inquire into the state of the prison services in the United Kingdom; and having regard to:

- (a) the size and nature of the prison population, and the capacity of the prison services to accommodate it;
- (b) the responsibilities of the prison services for the security, control and treatment of inmates;
- (c) the need to recruit and retain a sufficient and suitable staff for the prison services;
- (d) the need to secure the efficient use of manpower and financial resources in the prison services;

to examine and make recommendations upon:

- (i) the adequacy, availability, management and use of resources in the prison services;
- (ii) conditions for staff in the prison services and their families;
- (iii) the organisation and management of the prison services;
- (iv) the structure of the prison services, including complementing and grading;
- (v) the remuneration and conditions of service of prison officers, governors and other grades working only in the prison services, including the claim put forward by the Prison Officers' Association for certain "continuous duty credit" payments and the date from which any such payments should be made;

- (vi) allowances and other aspects of the conditions of service of other grades arising from special features of work in the prison services;
- (vii) working arrangements in the prison services, including shift systems and standby and on call requirements;
- (viii) the effectiveness of the industrial relations machinery, including departmental Whitley procedures, within the prison services.

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